

DEVON CORNWALL ISLES OF SCILLY

Community **Safety** Partnerships

**Peninsula Strategic
Assessment
2015/16**

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Further reading and contacts

For the local strategic assessments for the Peninsula partnerships, please follow the links below:

Cornwall	http://safercornwall.co.uk/crime-in-your-area/documents-publications/
Devon	Please contact Safer Devon (details below)
Plymouth	http://www.plymouth.gov.uk/csu
Torbay	http://www.safercommunitiestorbay.org.uk/index/aboutsct.htm

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Section 1: KEY MESSAGES

Introduction and summary

Introduction

What are community safety partnerships?

CSPs are made up of **statutory organisations** (the 'responsible authorities') and a wide range of other **public sector, voluntary, community and private organisations**. The responsible authorities are Local Authorities, Police, Fire and Rescue Services, National Probation Service, Community Rehabilitation Company and NHS Clinical Commissioning Groups.

Achieving safer communities depends on **everyone working together** to find local solutions to local problems. We have a responsibility to **do all that we can to reduce crime and disorder, anti-social behaviour, problem use of drugs and alcohol and re-offending**.

The Peninsula incorporates **eight community safety partnerships** (CSPs) and **one strategic County level partnership**, Safer Devon. Their statutory responsibilities and activities are set down within the **Crime and Disorder Act 1998**, but the partnerships essentially **serve and respond to local need and delivery structures** so there are differences across the Peninsula in the way that they work.

CSPs support and co-ordinate the work of all the partners in their local area by:

- Producing an **annual strategic assessment** to identify community safety priorities and set objectives;
- Developing a **three year Partnership Plan**, refreshed annually, to co-ordinate activities to address the community safety priorities;
- **Monitoring delivery** against our objectives and **driving good performance** by targeting resources to deliver **efficient and effective outcomes** for communities.

The role of the Police and Crime Commissioner

On 15 November 2012 the public elected a Police and Crime Commissioner (PCC) for Devon and Cornwall to serve a 4 year term. The next elections are in May 2016. The role is singularly accountable to the public for how crime is tackled across the Peninsula. Specifically the role:

- **Listens to the views of the public** on community safety and **sets priorities** in a plan for the police which address community concerns;
- Ensures the **Chief Constable** directs police officers and resources to tackle the things that communities say are important and **holds him to account**;
- Sets the **police budget** and determines the precept;
- Is responsible for ensuring delivery of a **support service for victims** that is compliant with the victims code;
- **Sets the strategic direction for policing** but does not interfere with day-to-day police operations or tactics;
- **Balances local needs** of the public and victims alongside **national policing responsibilities**.

PCCs have a **statutory duty to work with community safety partners**, as well as criminal justice agencies and the voluntary sector, to help deliver local solutions to reduce crime and disorder and provide support to victims and communities.

In 2015, the Police and Crime Commissioners and Chief Constables for **Devon and Cornwall Police** and **Dorset Police** reached agreement for a large scale **strategic alliance between the two forces**.

The aim of the alliance is to maintain a high standard of policing services for the communities within both force areas, at a time when police budgets are reducing across the country.

Working together for a safer future

In 2012, to support the partnerships in our preparation for the elections of the PCC, analysts representing each of the CSPs and the police worked together to build a shared evidence base, the **Peninsula Strategic Assessment (PSA)**¹, commissioned by the Peninsula Group of CSP Chairs.

The first PSA identified a set of **shared priorities for three years**, from 1 April 2013 to 31 March 2016 and informed both our local partnership plans and the formulation of priorities in the PCC's first **Police and Crime Plan**. The PSA was refreshed annually, with the last version being published in December 2014.

The **PSA is evolving** to support the changing needs of the CSPs and take into account increased demands on our resources. This is the first PSA in the new three year cycle, from 1 April 2016 to 31 March 2019.

It identifies and describes the main threats and risks to communities across Devon and Cornwall for the next three years, indicating where **joint approaches** and **co-ordination of partnership resources** may be most effective. It is purposely more streamlined than previous iterations and is **designed to be read alongside the more detailed strategic assessments** undertaken by the police and local CSPs.

Future iterations of the PSA will also include a review of any joint work commissioned through the Peninsula Group of CSP Chairs.

Finding your way around

- **Section 1 Key Messages** contains a summary of common findings and themes across the Peninsula partnerships;
- **Section 2 Setting the Scene** describes the national and local contexts followed by a [Community Safety Overview](#) that provides a brief update for all community safety issues, including all types of crime, anti-social behaviour and reoffending;
- **Section 3 Exploring the Main Threats** provides some more information on Domestic Abuse and Sexual Violence and Alcohol-related Harm, including the **Quick Facts** dashboards, and highlights some developing areas of work under **Emerging Issues**;
- The document closes with some useful reference notes in the [Appendices](#) and a [glossary](#).

¹ Published on the Police and Crime Commissioner's [website](#)

Summary

Recorded crime **continues to reduce over the longer term**, in line with national trends, and our overall crime rate is consistently amongst the lowest in the country.

The majority of the **long term reduction in crime** relates to **criminal damage, vehicle offences** and other types of **thefts**. Violence, particularly **violence without injury**, and **sexual offences** have seen the most significant increases. Over the same time period, the level of **domestic abuse crimes** reported has also steadily increased.

An important implication of this changing picture is that we are increasingly dealing with a **lower volume** of crime, but one which is much **more complex in nature** and impacts on the **most vulnerable** in our communities.

Cybercrime is an area of criminality where we are developing our knowledge, both locally and nationally. We are anticipating **significant increases** in this type of crime as we **improve means of identification and recording**.

The issues that present the **greatest threat and risk** to our communities can be described collectively under two key thematic headings:

Domestic abuse and sexual violence presents the highest risk of harm and, at its extreme, it carries risks of domestic homicide and suicide. It has a devastating impact on the lives of victims, can increase vulnerability to victimisation or offending for future generations and results in massive costs to society. Child sexual abuse and sexual exploitation is included under this thematic heading.

Problematic use of alcohol continues to present a high risk of harm to communities across the Peninsula. The impact of alcohol cuts across all aspects of partnership delivery and represents a significant challenge in tackling violent crime and anti-social behaviour. Problematic alcohol use is also frequently highlighted as a barrier that prevents services from helping individuals and their families with other issues, such as finding employment and addressing domestic and family abuse.

More information on the nature and extent of these issues and how they impact on communities across the Peninsula can be found in [Section 3: Exploring the main threats](#).

In a time of dwindling resources and increased demand on services across the board, effective targeting of resources underpinned by evidence of what is needed and what works is crucial. This requires improving the ways in which we **measure and monitor outcomes, evaluate responses** and **share expertise and experience** both within local partnerships and across the Peninsula.

This assessment identifies a number of common issues that it could be of benefit for CSPs to explore together:

- Further investigation into the **drop in police recorded non-crime domestic abuse incidents** and the potential implications for services;
- Potential for **shared learning about what makes a service more accessible** or attractive to **service users with diverse needs**;

- Examining what works in **improving our charge rate for domestic abuse crimes** which, although improved, remains in the lowest quartile for forces nationally;
- Exploring solutions to providing capacity to lead on **Domestic Homicide Reviews** to ensure that CSPs meet their **statutory responsibilities** and sharing learning and expertise from completed reviews;
- **Information sharing** between CSPs, the new Community Rehabilitation Company and reformed National Probation Service to support the development of robust evidence that helps us to **understand the needs of offenders**;
- **Consistency of approach to serious and organised crime** - benefits include sharing of intelligence and expertise, joined up work on cross-border cases, better support of frontline staff and care of victims and potentially more prosecutions;
- **Consistency of approach in relation to Child Sexual Abuse and Exploitation** based on Local Profiles, incorporating findings of HMIC report and linking in with Troubled Families programmes around the recurrent themes of missing episodes, domestic abuse, mental health and substance use;
- Continued support of the **Peninsula mental health project** to help understand the complex overlapping vulnerabilities of both victims and offenders;
- Co-ordinating and **integrating delivery across CSPs and Health and Wellbeing Boards on shared priorities**, in particular alcohol-related harm;
- Sharing ideas on how to **embed community engagement into service planning and delivery** within the reduced resources available to partners.

Working together to undertake problem solving, share best practice and otherwise provide support can be achieved through the range of existing structures and groups, such as the Peninsula Group of CSP Chairs or one of the Peninsula or Regional thematic groups.

Section 2: SETTING THE SCENE

The delivery landscape and
an overview of community safety

The national landscape

Over recent years, changing national priorities, driven by a new government, evolving legislation, and the economic downturn have impacted partnerships and their delivery environment. This evolution is set to continue, with the following factors likely to shape the community safety work over the next three years:

The **Public Spending Review** announced further substantial cuts in public sector funding. The **cumulative impact of reduced resources** across all partner agencies is **increasing risk** and limiting our options for putting mitigating action in place.

Cuts to police funding at a local level and **service transformation requirements** have the potential to impact on prevention of crime and escalation of harm – to be considered as the funding landscape becomes clearer in 2016.

The election of a **new Police and Crime Commissioner in 2016** creates uncertainty around future delivery and budgets if their policing plan identifies other priorities.

Additional demands on local partnerships to contribute and respond to the new **Serious Organised Crime Local Profiles**, encompassing 8 new themes; the first two are **Child Sexual Exploitation and Abuse** and **Modern Slavery**.

Increasing **threat presented by on-line environments** as locations for criminality and the challenges that this presents for safeguarding people, detecting and investigating crime.

The **Care Act 2014** regulates the reforming of care and support in order to achieve the aspirations of the White Paper, "Caring For Our Future". A key element of the Bill is the introduction of **personalised budgets**; whilst this allows people greater control over their care, there is a potential risk for **vulnerable people to be financially exploited** through direct payments.

Increased devolution of accountability to local councils, empowerment of communities to influence and change service delivery with a **strong drive for local solutions** to local problems.

The transition of the majority of **offender management services to the private sector**, alongside a much smaller public sector Probation service, requires partners to **rethink how we work together** to reduce reoffending.

New partnership arrangements, such as the **strategic alliance**, hold the **potential for more integrated and efficient working** across agencies and across geographic borders.

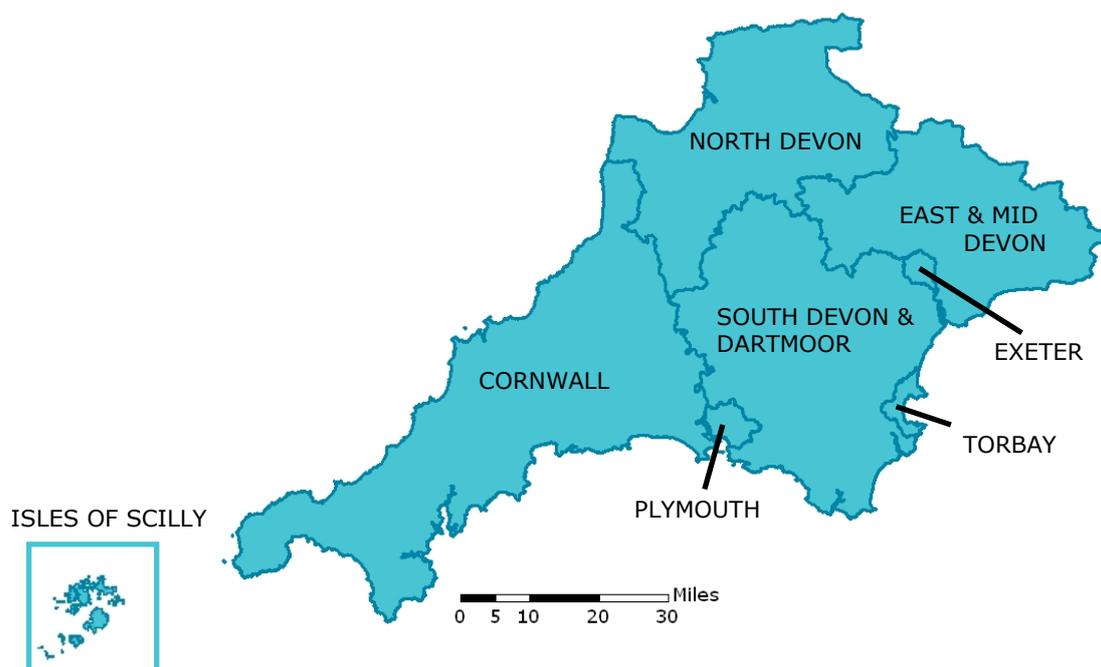
Devolution of nationally commissioned **victim support services** and reallocation of funds to Police and Crime Commissioners to commission effective services for victims of crime.

Wider use of **Restorative Justice processes** which bring those harmed by crime or conflict and those responsible for the harm, into communication, enabling everyone to play a part in repairing the harm and finding a positive way forward.

Local context

The Devon and Cornwall Peninsula encompasses over 700 miles of coastline, covers 3,961 square miles and incorporates five upper tier/unitary local authorities - Cornwall, Plymouth City, Devon County, Torbay and the Isles of Scilly – and the eight district/city councils within Devon County – East Devon, Exeter, Mid Devon, North Devon, South Hams, Teignbridge, Torrington, and West Devon.

These local authorities make up our **eight community safety partnerships (CSPs)** and **one strategic County level partnership**, Safer Devon.



Within this large geographical area, we have a **population of 1.7 million residents²** living in 722,300 households. Our population is generally **older than the national profile** with more people aged 65+ and fewer under the age of 25.

The population significantly increases due to the influx of around **11 million visitors** to the area during the average year. This provides much needed income to the local economy but increases the demand on our services and infrastructures.

Over **70,000 students also have an impact** on localised demand for services at predictable times within the academic year, and are identified as particularly vulnerable to crime. The demographic is also changing with all of the universities actively **increasing their international intake**, and a number of private institutions attracting higher numbers of younger foreign students to the area.

Black, Asian and other Minority Ethnic (BAME) groups³ make up only 5% of our resident population, well below the national average of 20%. People from BAME groups may feel **more isolated and vulnerable** and may lack support networks and a strong voice locally and this may be particularly strongly felt in rural areas.

² Mid-2014 population estimates, Office for National Statistics, © Crown Copyright Reserved

³ Not White English/Welsh/Scottish/Northern Irish/British

Plymouth, Torquay and Exeter are urban centres of significant size but the remainder of the population across the Peninsula is spread between **smaller urban clusters, market towns and villages**. There are a large number of **seaside towns** that have their own unique issues. In addition to the usual types of crime and disorder issues associated with urban areas anywhere, CSPs face **additional challenges** in providing equal access to services for widely dispersed communities.

The **Isles of Scilly** are a cluster of islands located off the far South West of Cornwall. Scilly has its own **unique character and very few crimes** are recorded on the islands each year. The CSP is a subgroup of their Health and Wellbeing Board.

Although overall unemployment is lower than the national average and has reduced in line with the national average, **wages are lower**. There is an overdependence on seasonal and part-time jobs and **fewer opportunities for young people**.

Housing affordability and availability is a major issue with insufficient social housing and higher than average property costs. These factors combined with increased living costs and lower incomes put local families under significant pressure.

Plymouth and Torbay are described by national measures as deprived, but there are **pockets of significant deprivation** right across the Peninsula. Many of these areas will have been identified previously due to the **strong link between worklessness and poverty** but higher concentrations of benefit claimants mean that these areas are also particularly **vulnerable to the impacts of welfare reform**.

Understanding threat and risk

As part of the development of statutory Partnership Plans, Community Safety Partnerships (CSPs) are required to **set their priorities based upon the evidence presented in their local Strategic Assessments**. To address the issues that really matter, it is important to understand not only what is happening and where, but what may be causing the problems and the best way to tackle them.

2015/16 is the last year of our current three year partnership cycle, which will end 31 March 2016. Thus, this iteration of the Peninsula Strategic Assessment identifies the **main threats and risks for the next three year cycle**: 2016 to 2019.

One of the tools that we use to do this is called a [Strategic Threat and Risk Assessment matrix](#) (STRA).

This tool was developed this year to put **more emphasis on the risk of harm**, rather than volume of incidence, in calculating the level of threat and risk of particular issues. Crime and other community safety issues were grouped into categories and each category has been awarded an overall Threat and Risk Assessment rating.

The Strategic Threat and Risk Assessment Matrix identified a number of areas that present the greatest threat and risk to our communities and these can be described collectively under two key thematic headings:

- Domestic abuse and sexual violence
- Alcohol-related harm

More information on the nature and extent of these issues and how they impact on communities across the Peninsula can be found in [Section 3: Exploring the main threats](#).

All other crime, disorder and community safety issues are rated predominantly as **standard risk**. It is important to note, however, that standard risk issues will be considered alongside medium and high risk within the local partnership response: CSPs will prioritise their resources in line with the needs and demands of their respective communities.

Although our focus at Peninsula level is on the main threats, any issue where there is a **significant increase in risk** can be referred to the Peninsula CSP Group for **multi-agency problem solving and support** as appropriate.

This approach supports cross-Peninsula working that is **dynamic and responsive**, whilst **retaining the strategic focus** on the issues that present the greatest risk of harm.

Comparing levels of crime

For ease of presentation and understanding, criminal offences are organised into types and groups. During the lifecycle of the last PSA, the Office for National Statistics changed the way in which crime statistics are presented. The focus is now on **victim-based crime** and **other crimes against society**, aligning with the “crime tree” used by Her Majesty’s Inspectorate of Constabulary (HMIC). More information on the HMIC crime tree is available from their [website](#).

Headline crime figures for the partnerships have been **drawn from published data** on ONS. These may slightly differ from crime data drawn directly from the police crime system at a different point in time, although the **key messages in terms of trend will be the same**.

The police performance website iQuanta allows us to **compare levels of crime and general trends** with the average for partnerships and police force areas with similar characteristics nationally (known as our ‘most similar family group’ or MSF).

The most similar family groupings were reviewed to reflect the 2011 Census and data for the new groups was published in October 2013. Family groups of police forces are made up of 8 force areas and ours includes comparable areas such as North Yorkshire, Wiltshire, Norfolk and Suffolk.

There are two main ways in which we measure our performance against our most similar family – **incidence of crime** (crime rate) and **crime reduction performance** (change in level of crime over time). If our performance is significantly different from our most similar family group, this indicates **that local factors**, rather than national trends, are driving the changes.

Trends in crime and disorder

The tables below provide a quick glance at all recorded crime and disorder types and rates of reoffending across the Peninsula, including:

- Whether the trend is increasing (up by 5% or more ▲), decreasing (down by 5% or more ▼) or stable (a change of less than 5% up/down ►) compared with last year;
- How performance compares with the average for our 'most similar family' group of police force areas nationally (national average for reoffending), in terms of rate⁴ and trend.

Recorded crimes and incidents	Trend	Rate per 1000	2014/15	2013/14	Annual change	Comparison 'Most similar family'	Trend 'Most similar family'
All crime	▼	47.0	80,240	85,207	-6%	Below average	►
Anti-social behaviour	►	26.6	45,465	46,028	-1%	Below average	▼
Arson	►	0.3	572	599	-5%	Above average	►
Criminal damage	▼	7.6	13,047	13,879	-6%	Above average	►
Domestic abuse (total incidents)	►	16.6	28,419	29,220	-3%	High	►
Drug offences	▼	2.4	4,060	4,519	-10%	Above average	▼
Dwelling burglary [2]	▼	3.9	2,792	3,139	-11%	Low	▼
Hate crime (total incidents)	▲	0.8	1,305	1,216	7%	Above average	►
Non-dwelling burglary	▼	2.2	3,766	4,439	-15%	Low	▼
Other non-vehicle theft	▼	7.3	12,503	14,153	-12%	Below average	▼
Other sexual offences	▲	1.0	1,698	1,433	18%	Below average	▲
Possession of weapons	▲	0.3	516	466	11%	Above average	▲
Public order offences	▼	2.7	4,643	5,862	-21%	High	▲
Rape	▲	0.5	879	744	18%	Above average	▲
RTC: Killed & Seriously Injured [1]	▲	4.7	696	658	6%	Above average	►
Robbery	▲	0.2	381	362	5%	Below average	►
Shoplifting	▼	4.4	7,586	8,078	-6%	Below average	►
Vehicle offences	▼	2.8	4,767	5,569	-14%	Low	▼
Violence with injury	►	6.4	10,891	10,946	-1%	High	▲
Violence without injury	▲	6.4	10,932	9,913	10%	Above average	▲

[1] Number of people killed or seriously injured in road traffic collisions; rate per 1000 vehicle km

[2] Rate is number of burglaries per 1000 households

Reoffending group	Trend	Year to Sep 2013	Year to Sep 2012	Annual change	National rate	National comparison	National trend
Adults							
% of offenders who reoffend	►	22.7%	23.0%	-0.3%	25.3%	Below average	▲
No. of reoffences per offender [3]	►	0.65	0.63	0.02	0.78	Below average	▲
Young people							
% of offenders who reoffend	►	31.4%	30.2%	1.2%	37.4%	Below average	▲
No. of reoffences per offender	▲	0.82	0.73	0.09	1.14	Below average	▲

Reoffending data is subject to a delay as offenders are tracked for 15 months to identify any reoffending in the 12 months after their qualifying outcome.

[3] Frequency rate

⁴ Note that a description of high or low indicates a significant difference from the comparator group, whereas above/below average indicate a difference that is not statistically significant.

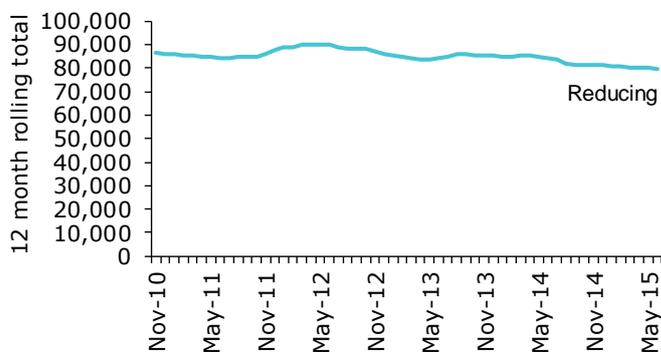
QUICK FACTS: ALL RECORDED CRIME

Time period reported refers to the 12 months to 31 March 2015 unless stated otherwise

KEY FACTS

- 80,240 crimes / 47.0 crimes per 1,000 resident population
- 3% **lower than the average** for our 'most similar group' of police force areas (48.5 crimes per 1000 resident population, iQuanta);
- **Reduced** by 4,967 crimes / 6% compared with 2013/14
- Total cost of crime to society in 2014/15 estimated at **£1,833.3 million**

TRENDS

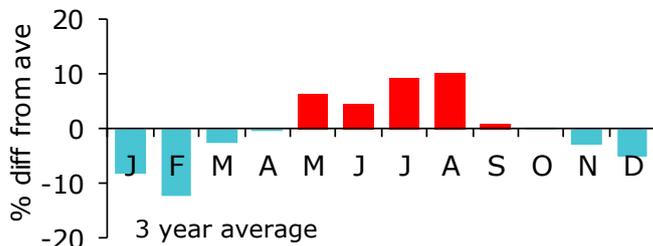


Long term reduction in all crime

Reducing trends in acquisitive and other property crimes; rates are low compared with our 'most similar family'

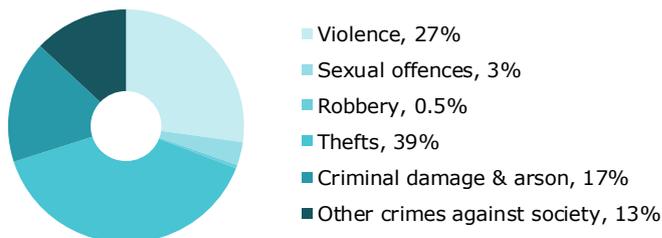
Rising trends in violence, sexual offences and public order offences; rates are comparatively high

SEASONALITY



Clear seasonal bias with more offences in the summer months and fewer in winter

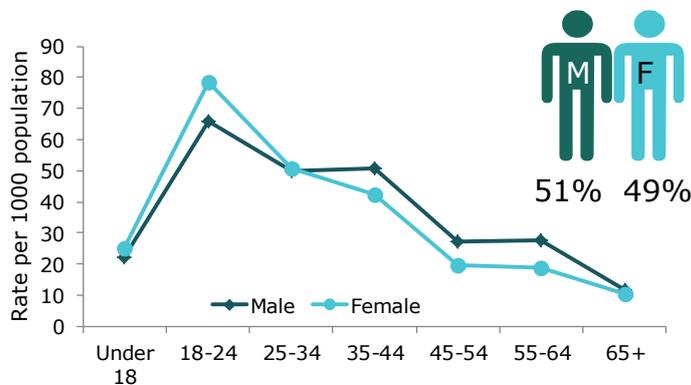
CRIMES



Across all crime types:

13% domestic abuse
16% alcohol-related
1% hate crime

VICTIMS

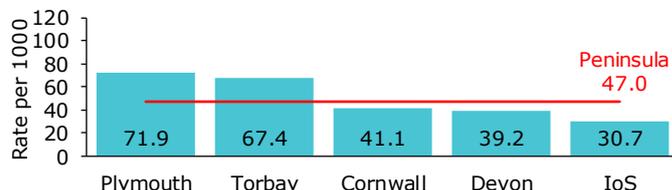


Young people are most at risk of being a victim of crime; risk declines with age

Gender split almost 50/50 but: Men are more likely to be victims of non-domestic violence and property crime

Women are more likely to be victims of domestic abuse and sexual violence

PLACE



Rates by CSP area:

Highest – Plymouth 18,796 crimes / 71.9 per 1,000 population
Lowest – Isles of Scilly 70 crimes / 30.7 per 1,000 population

Long term trends

Recorded crime **continues to reduce over the longer term**, in line with national trends, and our overall crime rate is consistently amongst the lowest in the country.⁵

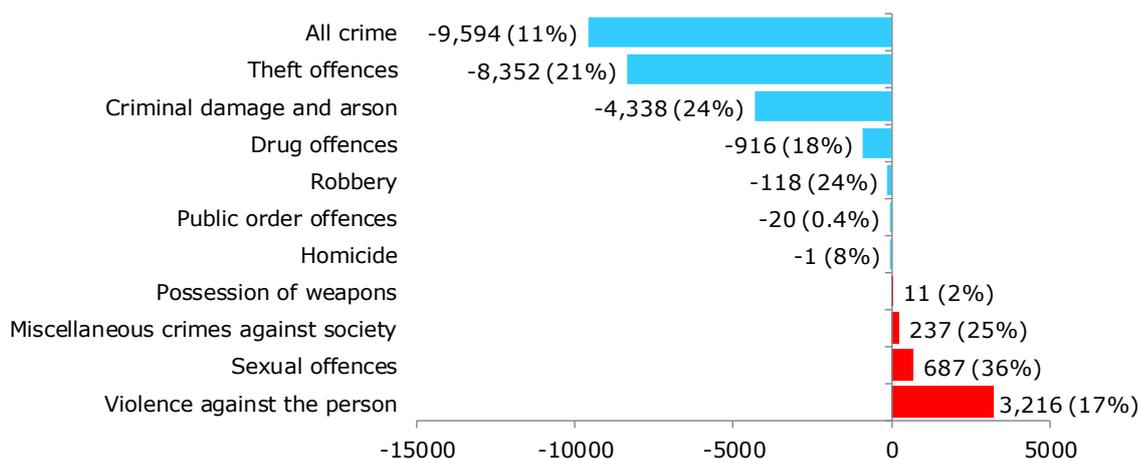
In 2014/15 there were 38% fewer crimes recorded than ten years ago and 12% less than there were 5 years ago.

The majority of the **long term reduction in crime** relates to **criminal damage, vehicle offences** and other types of **thefts**. Violence, particularly **violence without injury**, and **sexual offences** have seen the most significant increases. Over the same time period, the level of **domestic abuse crimes** reported has also steadily increased.

An important implication of this changing picture is that we are increasingly dealing with a **lower volume** of crime, but one which is much **more complex in nature** and impacts on the **most vulnerable** in our communities.

Over the last three years of the community safety partnership cycle, we have seen **crime levels rise and fall**.

The chart below shows the change by crime group over the last 3 years as a percentage and number of crimes and this indicates a **continuation of established trends**. Acquisitive and property crime continue to fall in large numbers and Violence, Public Order Offences and Sexual Offences are increasing.



Over the same time period, we have seen **significant change across the public sector**, driven by the government's spending review and ongoing programme of budget cuts and reforms. The impacts of this are **far reaching** – from response on the ground and new organisational structures to changes in recording practice to new legislation and governance arrangements – and this puts makes identifying the underlying trends in crime very difficult.

The local picture broadly mirrors national trends and some of the reasons behind changes in recorded crime are discussed in more detail under each crime group.

⁵ All recorded crime rate 2014/15 ranked 5th lowest out of 43 Forces in England and Wales (iQuanta)

What has changed in the last year?

All recorded crime

Crime / incident type	Trend	Rate per 1000	2014/15	2013/14	Annual change	Comparison 'Most similar family'	Trend 'Most similar family'
All crime	▼	47.0	80,240	85,207	-6%	Below average	▶
Victim-based crime	▶	40.9	69,826	73,270	-5%	Below average	▶
Other crimes against society	▼	6.1	10,414	11,937	-13%	Above average	▶

- In 2014/15 **all recorded crime reduced** by 6% or just under 5,000 crimes compared with the previous year. Crime in **Cornwall, Devon and Torbay CSP** areas saw **reductions in a similar range** of 7-9%. Plymouth CSP area saw a reduction of 1%, indicating a comparatively stable trend;
- **Victim-based crime** accounted for 87% of all recorded crime across the Peninsula in 2014/15 with just under 70,000 offences recorded over the year. This represents a reduction of around 5% compared with last year. **Other crimes against society** accounted for 13% with just over 10,400 crimes recorded over the year and a reduction of 13% compared with last year;
- Overall performance compared with the average for our family group of 8 most similar police force areas **significantly improved** and **we moved from sixth to third place⁶** in the ranking for crime rate in our group over the course of the year;
- Performance was strongest in reducing **public order offences, thefts and burglary** with these categories falling by 21%, 12% and 13% respectively and a total of 4,691 fewer crimes;
- Rates of violence against the person are higher than the average for our most similar family and the higher levels of domestic abuse reported in the Peninsula will be a factor in this. Incidence of **violence with injury in particular is significantly higher** than average and we are ranked seventh in our family group. The level of violence with injury remained stable compared with last year, whereas **violence without injury saw a significant rise** of 10% (just over 1,000 crimes);
- **Sexual offences** is the only other category to see a **substantial rise** compared with last year, increasing by 18% or 400 crimes over the course of the year. This is **slightly below the average level of increased reporting** of sexual violence seen across all police forces, however, resulting in crime rates for both rape and less serious sexual offences that are **closer to the average** for our most similar family, albeit higher than in previous years;
- **Acquisitive crime rates are consistently significantly lower** in all the CSPs across the Peninsula than the average for our most similar family groups;
- Overall **crime follows a seasonal pattern** across the Peninsula with more offences in the summer months and fewer in the winter. Based on the last three years, crime levels **between June and August are 8% higher** than the monthly average, peaking in August. Seasonality has the greatest impact in Cornwall and Torbay and the least in Plymouth.

⁶ Where first place means the lowest crime rate in our group

Violence

Crime / incident type	Trend	Rate per 1000	2014/15	2013/14	Annual change	Comparison 'Most similar family'	Trend 'Most similar family'
Homicide	▶	0.0	12	16	-25%	Below average	▲
Violence with injury	▶	6.4	10,891	10,946	-1%	High	▲
Violence without injury	▲	6.4	10,932	9,913	10%	Above average	▲

- There was **no change in recorded crimes of violence with injury** compared with last year but our crime **rate is high**, placed second highest within our family group. This trend was apparent in all CSPs except Plymouth, where there was a rise of 7% in violence with injury alongside an 18% rise in violence without injury (with the biggest rises noted in "other violence");
- **Violence without injury increased by 10%** and has been **rising year on year** for the last four years, with improvements in recording practice an important factor (discussed under [Crime Data Integrity](#)). Since April 2015 we have seen **further substantial rises** in violence without injury, largely attributed towards the **re-classification of , 'Social media and malicious communication'** as a criminal offence in the category of harassment. The rising trend is expected to continue as we record and understand this emerging area of criminality better;
- **Violence linked to the Night Time Economy⁷ continues to reduce** year on year, with a further 6% drop in 2014/15, and reducing in proportion to only 16% of all violence against the person. **Violence recorded as domestic abuse** has seen incremental increases in previous years but **remained static** in 2014/15 (a rise of 1%); it **accounts for 36%** of all violence against the person;
- The remainder, collectively described for simplicity as "**other violence**", account for just under half of all violence against the person and increased by 12%, with rises in both offences with and without injury. The crimes that make up this group are **disparate in nature**, take place in a range of settings and thus are much **harder to define**. Analysis by individual CSPs has identified a number of key themes including young people under 18, alcohol-related and non-domestic violence taking place behind closed doors in people's homes.

Sexual offences

Crime / incident type	Trend	Rate per 1000	2014/15	2013/14	Annual change	Comparison 'Most similar family'	Trend 'Most similar family'
Rape	▲	0.5	879	744	18%	Above average	▲
Other sexual offences	▲	1.0	1,698	1,433	18%	Below average	▲

- Sexual Offences account for only a small percentage of recorded crime but have a **huge social and economic cost**, taking into account the impacts on the victim and on services providing support;
- Sexual offences rose by 18% (400 crimes) overall with the numbers of rapes and other sexual offences being at their **highest level since the National Crime Recording Standard was introduced** in 2002/03;
- As well as improvements in recording, this is also believed to reflect an **increased willingness in victims to report** assaults to the police and to access

⁷ The Night Time Economy refers to leisure-related businesses that are open after normal shopping hours, such as bars, pubs, nightclubs and takeaway food outlets.

specialist support. The CSEW reports **no significant change** in the proportion of adults, aged 16-59 years, experiencing sexual assault in the last 12 months;

- Around a **third of sexual offences reported are historical** (occurring more than one year previously) and this is unchanged from last year. Although we have seen a proportionate rise in historical offences, the **majority of the growth is in current offences** and particularly those involving an adult victim;
- As previously noted, our local crime rates for both rape and less serious sexual offences have moved **closer to the average** for our most similar family in the last year but rape remains above average.

Robbery

Crime / incident type	Trend	Rate per 1000	2014/15	2013/14	Annual change	Comparison 'Most similar family'	Trend 'Most similar family'
Robbery of business property	▼	0.0	32	39	-18%	Low	▶
Robbery of personal property	▲	0.2	349	323	8%	Below average	▶

- Robbery is a **very low volume** crime across the Peninsula and rates of crime in all of the CSP areas are **much lower than their most similar family average**;
- We have, however, seen small rises in robbery of personal property (in all CSP areas except Torbay). Due to the low volume, trends can appear quite volatile but in terms of actual numbers of crime, the difference is negligible.

Thefts

Crime / incident type	Trend	Rate per 1000	2014/15	2013/14	Annual change	Comparison 'Most similar family'	Trend 'Most similar family'
Burglary	▼	3.8	6,558	7,578	-13%	Low	▼
Shoplifting	▼	4.4	7,586	8,078	-6%	Below average	▶
Vehicle offences	▼	2.8	4,767	5,569	-14%	Low	▼
Other non-vehicle theft	▼	7.3	12,503	14,153	-12%	Below average	▼

- Peninsula CSPs consistently show **significantly lower rates of serious acquisitive crime** (burglary and vehicle offences) than the averages for our most similar family groups. The number of crimes continues to **drop year on year**: this reflects national trends and is largely attributed to **improvements in both vehicle and household security**;
- **Most types of acquisitive crime reduced** in 2014/15. Plymouth was the only area to see an increase in any other kind of theft – Theft from a Vehicle increased by 11% in 2014/15 and this was an offender driven trend;
- We have seen **levels of shoplifting rise and fall** over the last three years. The **trend is currently reducing** but numbers remain substantially up on previous years. Previous research has indicated a number of factors including **retailers being more proactive** in identifying and reporting shoplifters, the impacts of **Welfare Reform** and changes in the behaviour of **prolific offenders** (favouring shoplifting over other kinds of thefts due to the lesser penalties involved);
- Nationally 24 of the 43 forces saw a rise in reported levels of shoplifting. The [2014 Commercial Victimization Survey](#)⁸ reported, however, that there had been

⁸ Crime against businesses: findings from the 2014 Commercial Victimization Survey (Home Office, 2015)

no significant change in the level of theft by customers and this suggests an increase in the level of crime reported.

Criminal Damage and Arson

Crime / incident type	Trend	Rate per 1000	2014/15	2013/14	Annual change	Comparison 'Most similar family'	Trend 'Most similar family'
Arson	▶	0.3	572	599	-5%	Above average	▶
Criminal damage	▼	7.6	13,047	13,879	-6%	Above average	▶

- Criminal Damage is a **high volume** offence, accounting for 1 in 6 offences reported to the police, but generally considered to be **low impact** in terms of effect on the victim. The number of criminal damage offences has **fallen consistently** year on year since 2007/08, although the rate of crime remains **above average** for our family group;
- Arson reported to the police saw a **small reduction in 2014/15**, but the rate of arson has also remained **above average** for our most similar family group. 12% of arsons reported to the police involved danger to life.

Other crimes against society

The HMIC Crime Tree classification provides a **clear distinction** between crimes where there is a specific victim and crimes where there is no specific victim. Where there is **no victim**, the crime is usually identified as a result of police activity. The main implication is that these types of crime **may increase because police officers are being more active**, rather than because more crimes have happened.

This group includes such offences as Drug Offences, Weapons Possession and Public Order Offences.

Crime / incident type	Trend	Rate per 1000	2014/15	2013/14	Annual change	Comparison 'Most similar family'	Trend 'Most similar family'
Drug offences	▼	2.4	4,060	4,519	-10%	Above average	▼
Other crimes against society	▼	6.1	10,414	11,937	-13%	Above average	▶
Possession of weapons	▲	0.3	516	466	11%	Above average	▲
Public order offences	▼	2.7	4,643	5,862	-21%	High	▲

- The rising trend in **public order offences** peaked in November 2013 and has **steadily dropped since then**, falling by a substantial 21% overall when compared with last year, with changes to recording practice being the main factor. The same trend is apparent across the 4 CSP areas but **rates remain high** compared with most similar family averages;
- Drug offences fell by 10% overall compared with last year but it is reiterated that this is understood to be a reflection of police activity rather than an indicator of drug use. **Possession of drugs continues to fall year on year** in all areas except Plymouth. Possession of class A drugs saw a small rise of 5% across the Peninsula, but possession of other drugs dropped by 11%. Further to a rise last year, **trafficking of drugs has fallen** back to around the same level as it was in 2012/13 and this predominantly relates to **class A drugs**. The drug crime rate remains above average compared with our most similar family average and this is

largely due to **high rates in Torbay, Exeter and North Devon** – all other areas are closer to their average;

- **Possession of weapons** is a low volume crime category but the **rate of crime is above average** compared with our most similar family, with rates in Exeter and North Devon particularly high. Note that this category includes offences where the crime relates to possession only; crimes where a weapon is used against a victim are covered by the relevant victim-based offences. Consistent with last year, **just over half of crimes relate to an article with a blade or point**, 15% relate to firearms offences (including offences relating to imitation firearms) and the remainder are other types of weapon;
- Fraud is currently excluded from police recorded crime following the changes in April 2013, when **Action Fraud was set up as a national reporting centre**. Whilst forces continue to investigate frauds following this change, they do so only on those cases referred to them by Action Fraud. In 2014/15, 478 cases of fraud were referred from Action Fraud to Devon and Cornwall Police, of which the majority (63%) related to volume crime⁹.

Anti-Social Behaviour

The way in which anti-social behaviour incidents are recorded by the police changed in April 2011 and, therefore, anti-social behaviour incident data recorded from that point is not comparable with previous years. Note that anti-social behaviour incidents are not recorded as crimes, so are not included in crime figures.

Crime / incident type	Trend	Rate per 1000	2014/15	2013/14	Annual change	Comparison 'Most similar family'	Trend 'Most similar family'
Anti-social behaviour	▶	26.6	45,465	46,028	-1%	Below average	▼

- Police recorded anti-social behaviour has followed a **fairly consistent reducing path since 2008/09**, some of which is influenced by changes in recording over the years. This trend has plateaued over the last three years;
- The rate of police reported anti-social behaviour in Devon and Cornwall is **lower than the average of our most similar family**;
- Just over half of anti-social behaviour incidents reported (54%) relates to incidents requiring an **immediate or prompt response** and this type of incident has **reduced by 4%**. Routine/non-attendance incidents saw a small rise of 2%.

Reoffending

Reoffending group	Trend	Year to Sep 2013	Year to Sep 2012	Annual change	National rate	National comparison	National trend
Adults							
% of offenders who reoffend	▶	22.7%	23.0%	-0.3%	25.3%	Below average	▲
No. of reoffences per offender	▶	0.65	0.63	0.02	0.78	Below average	▲
Young people							
% of offenders who reoffend	▶	31.4%	30.2%	1.2%	37.4%	Below average	▲
No. of reoffences per offender	▲	0.82	0.73	0.09	1.14	Below average	▲

Note that reoffending data is subject to a delay as offenders are tracked for 15 months to identify any reoffending in the 12 months after their qualifying outcome.

⁹ This includes a range of non-investment frauds, including Online Shopping and Auctions, Door to Door Sales and Bogus Tradesmen.

- Reoffending rates for both adults and young people are **below the national average** and are **relatively stable**, whereas nationally they have increased;
- Latest figures show that adult reoffending fell by 0.4%, to 22.7% over the previous year. There were **falls in reoffenders, reoffences and in the number of offenders** in the cohort;
- The number of reoffenders fell by just over 11% in the year to 2,466 whilst the number of offenders fell by 10% to 10,886. The last 2 years have seen a substantial fall in the number of adult offenders of just over 20% while reoffenders has fallen even faster (24%) resulting in a small **reduction in the proportion reoffending**;
- Latest data for youth reoffending shows a **small increase of 1.2%** in the proportion reoffending. This figure should be considered within the context of **falling numbers of young offenders**; during the year the number of young people who reoffended fell by more than a quarter to 349 while the cohort of offenders fell even faster, by 29%, to 1110;
- There has been a substantial decline in the number of young offenders and reoffenders over a number of years. In recent years the reoffending rate has been falling but the most recent data shows a small rise.

Crime – a changing picture?

There are two main measures of crime: the Crime Survey for England and Wales (CSEW) and police recorded crime, both have strengths and limitations and together provide a more comprehensive picture of crime than could be obtained from either series alone. Neither source provides a total picture of crime. Both are used within this assessment to identify, clarify and describe crime trends.

National crime estimates from the Crime Survey for England and Wales (CSEW) show that there were nearly 3 times as many crimes in 1995 compared with the most recent estimate. It has been argued that crime has not actually fallen but changed, moving to newer forms of crime that are not captured by the CSEW measurement.

Over recent years there has been growing concern that the official statistics on crime in England and Wales have **not adequately captured the scale of fraud**. There has been debate about whether or not levels of fraud and cyber-crime experienced by the household population have been increasing, and if so have they risen to such a degree to make up for the long term falls in traditional types of crime¹⁰.

New questions will be added to the survey from October 2015 and results are expected to yield up to a **46% increase in the headline estimate of total crimes**. This is due to questions now being asked around computer misuse crimes committed in person, by mail, phone or online. Questions will also determine the amount of victims regardless of financial loss or where the loss has been reimbursed.

The Office for National Statistics emphasise that it is important to recognise that this **new data is not uncovering new crimes**, but finding better ways of **capturing existing crime that has not been measured well** in the past. It is not possible to say, however, whether these new figures represent an increase or decrease compared with earlier levels.

¹⁰ Improving crime statistics in England and Wales- June 2015

Note that these changes relate to the CSEW data only and not to police recorded crime.

As previously mentioned, fraud has been excluded from police recorded crime since Action Fraud was set up as a national reporting centre in 2013. The latest figures from the Office for National Statistics show that there were just under 600,000 fraud offences reported, a rise of 9% compared with the previous year.

The CSEW estimate will be much higher than the figures recorded by the police because the profile of cases covered by the CSEW cover the **full spectrum of harm or loss**. Reporting rates are likely to be lower in cases where there is low or no harm, but merely inconvenience, to the victim. In contrast, **offences reported to Action Fraud are likely to represent the more serious end of the spectrum**; where the scale of financial loss or emotional impact on the victim is greater and victims are more likely to report the offence.

SECTION 3: EXPLORING THE MAIN THREATS

Domestic abuse and sexual violence

Alcohol-related harm

Emerging issues

Domestic abuse and sexual violence

What is domestic abuse?

The **cross-government definition** of domestic abuse is:

"Any incident, or pattern of incidents, of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are, or have been, intimate partners or are family members, regardless of gender or sexuality.

This includes:

Psychological, physical, sexual, financial and emotional abuse

Stalking

So-called 'honour'-based or 'honour' violence and forced marriage

Female genital mutilation"

Controlling behaviour is a range of acts designed to make a person subordinate and/or dependent by **isolating them from sources of support**, exploiting their resources and capacities for personal gain, depriving them of the means needed for independence, resistance and escape and regulating their everyday behaviour.

Coercive behaviour is an act or a pattern of acts of **assault, threats, humiliation and intimidation or other abuse** that is used to harm, punish, or frighten their victim.

Evidence suggests that domestic abuse consists mainly of violence by men against women hence the common referral to its existence as a 'gender-based issue'. However, domestic abuse **occurs across society, regardless of age, gender, race, sexuality, wealth, and geography**; domestic abuse respects no boundaries, it targets no wealth or poverty, child, teenager or older generation because its perpetrators respect no boundaries or walk of life.

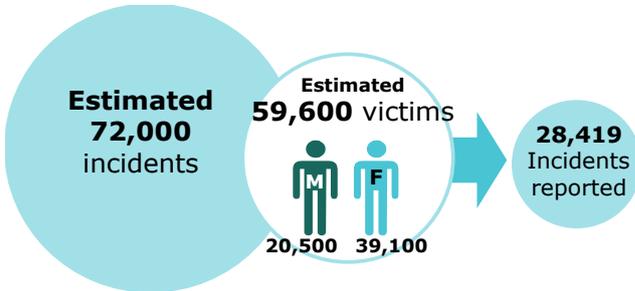
QUICK FACTS: DOMESTIC ABUSE

Time period reported refers to the 12 months to 31 March 2015 unless stated otherwise

KEY FACTS

- 28,419 recorded incidents / 16.6 incidents per 1,000 resident population
- 29% **above the average** for our 'most similar group' of police force areas (Crime Survey for England and Wales 2013/14, Focus on Violence)
- Overall **trend is stable. Crime increased** by 2% / 216 crimes and **non-crime incidents reduced** by 8% / 1493 incidents compared with 2013/14
- **17 Domestic Homicide Reviews** instigated across the Peninsula since April 2011

REPORTING

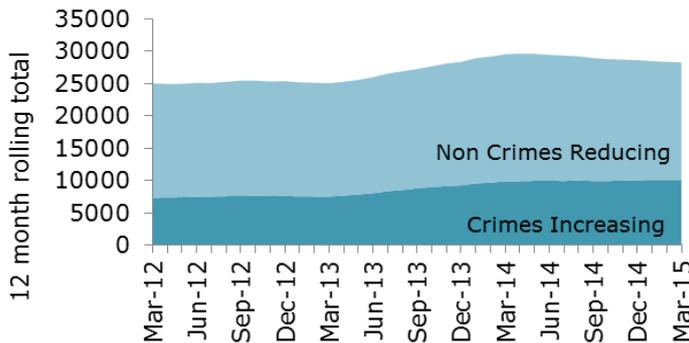


Significant under-reporting:

8.5% of women and 4.5% of men experienced domestic abuse in the last 12 months

Crime Survey for England and Wales 2013/14, Focus on Violence

TRENDS



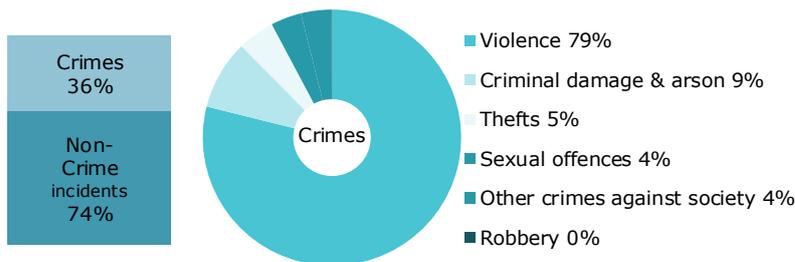
Key trends:

Recognised aim to improve victim confidence and reporting rates - long term increasing trend

Rising trends in violence and sexual offences

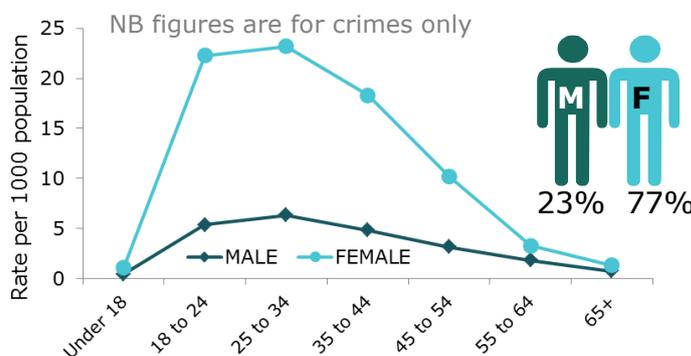
Reducing trend in non-crime incidents over the last year

INCIDENTS



Domestic abuse accounts for:
12% of all crime
36% of violence
15% of sexual offences

VICTIMS



The majority of crimes have a female victim but:

1 out of 4 crimes has a male victim and men are less likely to seek help

22% of victims are aged 18-24 years (compared with 9% in population)

PLACE



Rates by CSP area:

Highest - Torbay 3,520 incidents / 26.5 per 1,000 population

Lowest - Isles of Scilly 0 incidents / 0.0 per 1,000 population

Prevalence and trends

In the UK, it is estimated that **8.5% of women and 4.5% of men experienced domestic abuse** in the last 12 months and prevalence has shown a **fairly stable trend** since 2008/09. This is equivalent to **59,600 victims** across the Peninsula, of which 20,500 are men.

Long term trends in reported levels of domestic abuse show a steady increase and since 2008/09 have risen locally by 10%. This suggests that **better recording** by the police and **improvements in victim confidence** to report to the police and access specialist services may be key factors in this trend.

Domestic abuse continues, however, to be **significantly under-reported**. It is estimated that actual incidence of domestic abuse was in the region of 72,000 incidents for 2014/15 of which **28,419 (40%) were reported** to the police.

In 2014/15, however, all areas saw a **drop in non-crime incidents** and a small rise in crimes. Plymouth in particular notes this as a concern, especially as there is a continued desire to raise awareness and encourage reporting.

Repeat victimisation continues to be high: in 2014/15 43% of victims in Devon and Cornwall had been victimised before and this figure is close to the national average of 44%.

Forced marriage, honour-based violence, and female genital mutilation (FGM) are included within the definition of domestic abuse but **our knowledge of their prevalence in our communities is limited** and these issues were not explored in any of the local strategic assessments.

There was a Peninsula conference in 2012 on Forced Marriage, HBV and FGM to increase awareness to frontline staff and managers. Nationally the numbers of reported cases have increased and, with **more support** now being made available alongside **wider awareness-raising** on how this support can accessed, it is anticipated that we will see more cases coming to our attention.

Victims and perpetrators

The consequences of domestic abuse **are far-reaching and long-lasting**. Aside from **physical injuries**, the **psychological harm** can be complex and challenging. Responding to abuse to protect victims and their children from further harm **impacts across multiple services**, including social care, safeguarding, health and housing.

A male perpetrator and female victim is the most common scenario, however; **1 in 4 crimes has a male victim** and just over 1 in 10 crimes have a female perpetrator. Male victims are **less likely to seek support** from services.

Young people are most at risk of victimisation – around a quarter of crimes involve victims (22%) and perpetrators (24%) aged 18 to 24 years, although this age group makes up only 9% of the population.

In 2013 the cross-Government definition of domestic abuse was **extended to include victims aged 16 and 17 years**. Victims and perpetrators under the age of

18 currently account for 3% of reported crimes but research¹¹ shows that a substantial number of young people will experience some form of violence from their partner before they reach adulthood. This indicates **high levels of risk and vulnerability** that may not currently be on our radar through normal reporting routes.

Risk factors include having an **older partner** (for girls), experiences of **family violence**, wider **peer intimidation** and having a **same-sex partner**. More targeted and accessible **information and education** for young people was one of the strongest themes emerging from a recent consultation with service users in Cornwall.

In some cases groups of victims are less visible to services¹² or are given less priority – for example, victims **without dependent children** and victims of **interfamilial violence**. People who have a **disability**, are **lesbian, gay or bisexual, transgender** or **pregnant** are also at greater risk of victimisation and may also be under-represented in services. Agencies need to be proactive in identifying these groups, with **clear referral pathways into support** that take into account any additional or different needs.

Research into the user profile of domestic abuse support services in Cornwall¹³ showed that a more **diverse range of people access wider services**, compared with those referred, largely by the police, into the Multi-Agency Risk Assessment Conference (MARAC) process.¹⁴ For example, 27% of those accessing wider services reported a disability, compared with only 1% at MARAC. This may be explained in part by a **differing understanding** of what questions to ask about disability and what is recorded but there may be some **potential for further learning** about what makes a service more accessible or attractive to service users with diverse needs.

National data on forced marriage, honour based violence and FGM indicates that these issues affect a wide range of communities and the needs and experiences of **some affected groups are less visible** within existing service frameworks. It is vital that individuals and groups that are extremely marginalised, and who have limited voice, are **supported to engage** around these issues.

Robust evidence that helps us to understand **the needs of perpetrators is missing from most of the local strategic assessments** due to information sharing arrangements not being in place. This should form part of our conversations as CSPs develop our relationships with the new Community Rehabilitation Company and reformed National Probation Service.

Research in Cornwall into the characteristics of domestic abuse perpetrators, using the 2013/14 legacy data set from the Devon and Cornwall Probation Trust, show higher levels of **multiple need** than other types of offender, with **alcohol, housing and mental health** (self-harm and suicide risk indicators) as common risk factors.

¹¹ Barter et al (2009) [Partner exploitation and violence in teenage intimate relationships](#). Bristol University with NSPCC Big Lottery. Three-quarters of girls and half of boys in a relationship experienced emotional violence of some form, a third of girls and 16% of boys reported sexual violence and a quarter of girls and 18% of boys experienced physical violence.

¹² SafeLives (2015), [Getting it right first time: policy report](#). Bristol: SafeLives

¹³ Amethyst (2015), Domestic Abuse and Sexual Violence – A Needs Assessment for Cornwall and the Isles of Scilly

¹⁴ MARACs are multi-agency meetings which have the safety of high risk victims of domestic abuse as their focus and involve the participation of all key statutory and voluntary agencies who might be involved in protecting and supporting a victim of domestic abuse.

Physical Health

- 1 in 5 high-risk victims reported **attending A&E as a result of their injuries** in the year before getting effective help [1]
- **Long term health conditions such as** asthma, cardiovascular disease, bladder and kidney infections, fibromyalgia, chronic pain syndromes, central nervous system disorders, gastrointestinal disorders, migraines [2]
- **Reproductive consequences** such as gynaecological disorders, sexually transmitted infections, pre-term difficulties and pregnancy difficulties [3]
- High prevalence of **problem use of drugs and alcohol** [4]

Mental health

- 40% of high-risk victims report having **mental health issues** [5]
- **Significant psychological consequences**, including anxiety, depression, suicidal behaviour, low self-esteem, inability to trust others, flashbacks, sleep disturbances and emotional detachment [6]
- 16% of victims report that they have considered or **attempted suicide** as a result of the abuse, and 13% report **self-harming** [7]
- Domestic abuse victims are at high risk of **post-traumatic stress disorder (PTSD)** – as many as two-thirds of victims (64%) in one study [8]

The consequences of domestic abuse are **far-reaching and long-lasting**, for both victims and their children.

Aside from **physical injuries**, the **psychological** harm can be complex and challenging.

Financial hardship and **homelessness** are barriers to fleeing abuse.

Estimated
59,600
victims in one year



39,100 20,500

At its extreme, domestic abuse results in death – **domestic homicide and suicide**.

Nationally, 2 people are killed each week.

Peninsula CSPs have instigated 17 **Domestic Homicide Reviews** since April 2011.

Housing, employment & finances

- Nationally 12% of cases of homelessness were due to domestic abuse [9]
- Amongst employed women suffering domestic violence **21% took time off work** and 2% lost their jobs [10]
- Nearly half of IDVA service users are not in work, potentially limiting their access to money. **Financial dependence** is a primary reason for return to an abusive relationship [11]

Children

- Around **1 in 5 children** have been exposed to domestic abuse [12]
- Impacts on children include emotional trauma, **behavioural problems**, **mental health** issues and **risk taking** behaviour (running away, crime) [13]
- 62% of children are **directly harmed** in addition to the experience of witnessing the abuse of a parent or other family members (which is, in itself, abuse) [13]
- Domestic abuse is a factor in **60% of serious case reviews** [14]
- A quarter of children living in high risk households are **under 3 years old** [15]

Response, risks and challenges

We expect the **demand on domestic abuse services to continue to rise**, particularly as vulnerable families struggle to cope with the financial and emotional pressures of unemployment, reduced household income and increased indebtedness.

Against a backdrop of cuts in budgets and resources, this will put an additional strain on services and the risks are a **reduction in the quality of service** delivered and potential **missed opportunities to provide early intervention** with families perceived as presenting lower risks of harm, allowing problems to escalate.

Further to their national inspection "Everyone's business: Improving the police response to domestic abuse"¹⁵, Her Majesty's Inspectorate of Constabulary identified **10 recommendations to improve the police's response** to domestic abuse. This has formed the framework for an action plan being implemented at a local and Peninsula level.

- Data collated for the inspection indicated that Devon and Cornwall Police **do not perform well for charge rate** for domestic abuse crimes and at the time (August 2013) was ranked 39th out of 43 forces, with 20%. The HMIC's follow up inspection in 2015¹⁶ notes an improvement in charge rate to 23% but this remains in the bottom quartile (ranked 33rd) and 4% below the national average;
- In 2014/15 the **SODAITs** (Specialist Sexual Offence and Domestic Abuse Investigation Teams) were introduced and **performance improved**. Cornwall notes that improvement has stalled over the last year, however, and due to capacity **not all cases are being investigated by this specialist team**;

When introduced¹⁷, it is currently planned that Universal Credit is paid monthly and as a single payment to the "head of the household". Both these factors may place **pressure on household budgeting and reinforce financial abuse**.

As of April 2014, new migrant jobseekers from the European Economic Area (EEA) are not eligible for **Housing Benefit**.¹⁸ This puts vulnerable people, particularly those with children more at risk; **refuges** for family members of EEA jobseekers who are victims of domestic abuse would be **unable to provide support** if their residents were unable to access funds.

Capacity to lead on Domestic Homicide Reviews and implement the recommendations that follow has been identified as risks across all the Peninsula CSPs and could result in a failure to meet the required standards for the Home Office Quality Assurance Panel and prevent further homicides.

The risk of damage to **organisational reputation** and **public confidence** is high, including the possibility of a charge of **Corporate Manslaughter** if an agency fails to amend practice or policy identified in an earlier DHR and there is a further homicide. In addition, the DHR Guidance now indicates that the process should be expanded to include suicides.

¹⁵ Her Majesty's Inspectorate of Constabulary (2014), Everyone's business: Improving the police response to domestic abuse

¹⁶ Her Majesty's Inspectorate of Constabulary (2015), PEEL Effectiveness 2015 (vulnerability) and Increasingly everyone's business: A progress report on the police response to domestic abuse

¹⁷ It started to be phased in from May 2015 but the schedule varies across the Peninsula

¹⁸ This builds on new rules introduced in January 2014 which means that EEA migrants cannot claim income-based Jobseeker's Allowance until they have been in the country for three months

What is sexual violence?

In 2008 the World Health Organisation (WHO) defined its understanding of sexual violence as:

"any sexual act, attempt to obtain a sexual act, unwanted sexual comments or advances, or acts to traffic someone's sexuality, using coercion, threats of harm, or physical force, by any person regardless of relationship to the victim, in any setting, including but not limited to home and work"

In this needs assessment the section on sexual violence includes:

- Rape and sexual assault
- Child sexual abuse
- Child sexual exploitation
- Sex trafficking

Child Sexual Abuse (CSA) and Child Sexual Exploitation (CSE)

Exploitation is a context in which a child can be sexually abused. Children who are sexually abused are often more vulnerable to exploitation.

HM Government¹⁹ describes child sexual abuse:

Involves forcing or enticing a child or young person to take part in sexual activities, not necessarily involving a high level of violence, whether or not the child is aware of what is happening.

The activities may involve physical contact, including assault by penetration (for example, rape or oral sex) or non-penetrative acts such as masturbation, kissing, rubbing and touching outside of clothing. They may also include non-contact activities, such as involving children in looking at, or in the production of, sexual images, watching sexual activities, encouraging children to behave in sexually inappropriate ways, or grooming a child in preparation for abuse (including via the internet).

Sexual abuse is not solely perpetrated by adult males. Women can also commit acts of sexual abuse, as can other children.

The Association of Chief Police Officers (ACPO) defines Child Sexual Exploitation as:

The sexual exploitation of children and young people under 18 involves exploitative situations, contexts and relationships where young people (or a third person or persons) receive 'something' (e.g. food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money) as a result of performing, and/or others performing on them, sexual activities.

Sex trafficking and exploitation

Sexual exploitation is one of the forms of slavery that is covered by the new Modern Slavery Act. It is linked to UK human trafficking offences, also covered by the Act, that involve arranging or facilitating the movement of victims (into, out of or around

¹⁹ HM Government (2015), Working together to safeguard children: a guide to inter-agency working to safeguard and promote the welfare of children (2015)

the UK) with a view to exploiting them. Human trafficking is not the same as people smuggling, as the aim is not solely to enter a country illegally but the ongoing exploitation and control of a person when they have arrived.

Charity [Stop the Traffik](#) describes human trafficking as being “*deceived or taken against your will, bought, sold and exploited.*”

Types of exploitation can include sexual exploitation, forced labour, street crime, domestic servitude or even the sale of organs and human sacrifice. Sex trafficking refers to the trafficking of men, women and children **specifically for the purposes of sexual exploitation.**

A more formal definition can be found within [Palermo Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children](#). It is one of three protocols adopted by the United Nations to supplement the 2000 Convention against Transnational Organized Crime (the Palermo Convention).

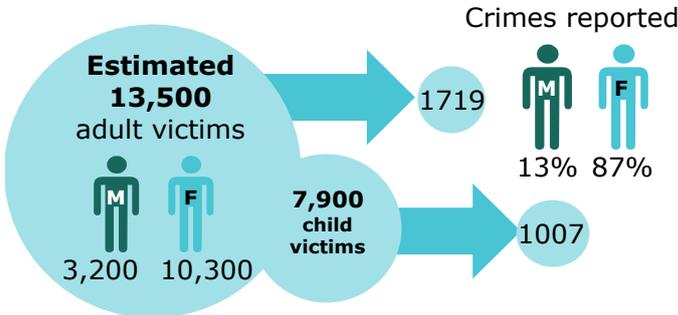
QUICK FACTS: SEXUAL VIOLENCE

Time period reported refers to the 12 months to 31 March 2015 unless stated otherwise

KEY FACTS

- 2,577 crimes / 1.51 crimes per 1,000 resident population
- 1% **below the average** for our 'most similar group' of police force areas (1.53 crimes per 1000 resident population, iQuanta)
- **Increased** by 400 crimes / 18% compared with 2013/14
- 3% of all recorded crime, **65% of estimated cost of crime** to society, **£1,188.7m**

REPORTING

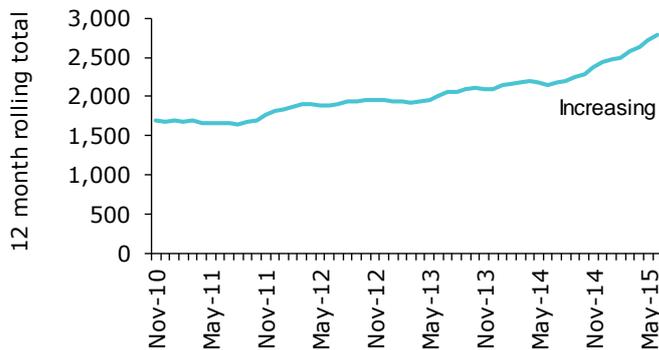


Significant under-reporting:

2.2% of women and 0.7% of men aged 16-59 experienced a sexual assault in the last 12 months Crime Survey for England and Wales 2013/14, Focus on Violence

1 in 20 children are victims of sexual abuse in the UK (NSPCC, under 18)

TRENDS



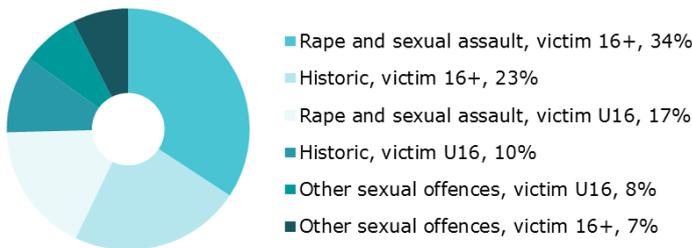
Key trends:

Long term rising trend that has picked up pace in the last 2 years

Key drivers include:

- improvements in recording
- increased willingness in victims to report to the police and access specialist support
- raised awareness through national media

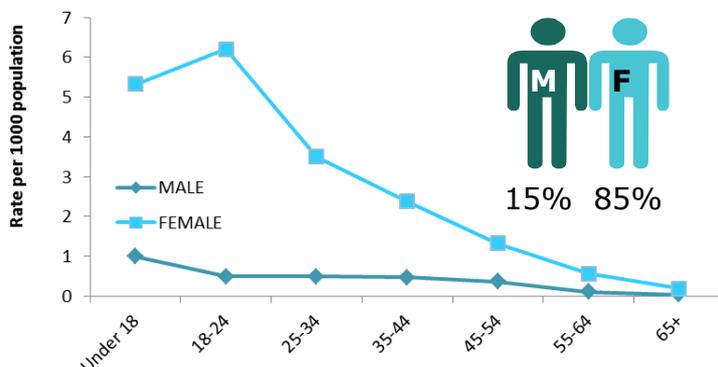
CRIMES



32% of crimes recorded in year are historic (happened a year or more ago)

Current offences are increasing at a faster rate than historic offences

VICTIMS



Young women are most at risk of victimisation but men are also victims

38% of crimes involve a victim under the age of 16

Crimes involving adult victims (16+), both current and historic, have seen the greatest increases

PLACE



Rates by CSP area:

Highest – Torbay 294 crimes / 2.2 per 1,000 population

Lowest – Isles of Scilly 0 crimes / 0.0 per 1,000 population

Prevalence and trends

In the UK, it is estimated that **2.2% of women and 0.7% of men²⁰** experienced any kind of sexual assault in the last 12 months. This is equivalent to **13,500 victims** in the Peninsula: 3,200 men and 10,300 women. **Women** are significantly more likely to be victims of the **most serious assaults**.

There has been **no significant change** nationally in the proportion of adults experiencing sexual assault in the last 12 months and these figures have **remained fairly stable over the last ten years**.

We have seen the numbers of **sexual offences recorded by the police rise year on year**, locally and nationally, and the wide range of contributory factors means that interpreting actual trends is difficult. The evidence suggests, however, that a **greater willingness of victims to report** and improvements in **police recording and response** are likely to be the key drivers of the increase.

Research for the NSPCC²¹ estimated that **1 in 20 children** under the age of 17 are victims of contact sexual abuse in the UK; this equates to around **7,900 young people** across the Peninsula.

In 2004, the Home Office estimated that there were 80,000 sex workers in the UK, equating to a rate of 1.3 per 1,000 resident population. This level of prevalence in our local population provides an estimate of around **2,300 sex workers across the Peninsula**. Between 25% and 60% of sex workers are thought to be non-UK nationals (with higher representation seen in more urban areas).

Victims and perpetrators

The long-term impact of sexual violence, whether experienced as a child or as an adult, is **far-reaching**; research suggests that without the right support, the effects can **last a lifetime** – or even **take a life**. Impacts include poor **mental health** and emotional wellbeing, reduced **social functioning**, chronic **physical health** conditions and negative consequences for **sexual health**. The estimated costs to society are huge at **£1,189 million** and the majority relates to the **physical and emotional impacts** on victims (measured over the immediate and long term).

Women, particularly young women, and children are most at risk of sexual violence. Nearly two thirds of recorded crimes involve either a child or young adult victim (under the age of 25); 41% involve a victim under the age of 18 years.

There are clear **overlaps between child sexual abuse and exploitation** and it is difficult to distinguish between them in recorded crime data. A detailed study undertaken by police analysts, as part of the development of the [Local Profiles](#) on Child Sexual Abuse and Exploitation, found that **4% of CSE/CSA crimes could be identified specifically as CSE**. It notes that better recording methods are required to **improve the intelligence picture**.

²⁰ Office for National Statistics (February 2015), Crime Survey for England and Wales: Focus on Violent Crime and Sexual Offences 2013/14. The relevant chapter is Chapter 4: Violent Crime and Sexual Offences – Intimate Personal Violence and Serious Sexual Assault

²¹ Radford, L. et al. (2011) Child abuse and neglect in the UK today. London: NSPCC. The relevant rates are 0.5 per 1000 children aged under 11 and 4.8 per 1000 children aged 11-17 years.

A review of research relating to sexual violence²² highlights that people at increased risk from sexual violence, where we should increase efforts to encourage reporting, include **young women, female sex workers** and **gay and bisexual men**.

Although girls and young women report the majority of sexual abuse, **boys** are also victims and may be less likely to come forward. **Lesbian, gay, bisexual and transgender children** are identified as at particular risk of abuse and exploitation.

On-line environments are high risk locations for abuse and grooming young victims. Identifying and managing these and other “risky places” will be subject to further exploration as part of the Local Profiles on Child Sexual Abuse and Exploitation.

The findings from **national inquiries**, such as Rotherham, Rochdale and the Jimmy Savile case, provide valuable learning points for local consideration, particularly in relation to how we identify and respond to individuals and **families with complex needs**. Missing episodes, domestic abuse, mental health and substance use are recurrent themes and these **resonate strongly** with the Phase 2 criteria for the Government’s **Troubled Families programme**.

Sex trafficking is one of the areas covered by the new Modern Slavery Act. Modern slavery is one of the themes for the new [Local Profiles](#). Nationally sexual exploitation is the most common exploitation type recorded for potential victims reported to the National Referral Mechanism (NRM).

Information gathered by the police around sexual exploitation cases in Devon and Cornwall for the Local Profile found that **100% of potential victims were women**. It notes, however, that **men are also victims** and suggests a proactive approach in looking for indicators of male victimisation. The following nationalities/ethnicities are mentioned: Asian, British, Bulgarian, Chinese, Czech, Eastern European, Polish, Romanian and Thai.

The profile specifically describes issues of **vulnerability, drugs and crime in relation to prostitution**.

As previously highlighted in the section on domestic abuse, robust evidence that helps us to understand **the needs of perpetrators is missing from most of the local strategic assessments** due to information sharing arrangements not being in place. This should form part of our conversations as CSPs develop our relationships with the new Community Rehabilitation Company and reformed National Probation Service.

²² Amethyst (2015), Domestic Abuse and Sexual Violence – A Needs Assessment for Cornwall and the Isles of Scilly

Physical Health

- Nearly half of victims of serious sexual assault report **physical injuries**, such as bruising and bleeding [1]
- 5% of victims became **pregnant** as a result of rape and 3% **contracted a disease** [2]
- **Chronic physical health problems** linked to sexual violence include irritable bowel syndrome, gastro-intestinal disorders, gynaecological problems, backache and headaches [3]
- Increased prevalence of **high-risk health behaviours**, such as smoking, problem use of drugs and alcohol [4, 5] and high risk sexual behaviours. [6, 7]

Mental health

- Three in five adult victims of serious sexual assault suffered **mental or emotional problems** and a quarter **stopped going out** [8]
- In 9% of incidents, the victim **attempted suicide** as a result of the assault [9]
- A third of adult victims of sexual violence have a **common mental health disorder**; two out of five suffer with **at least one other disorder**, such as PTSD, eating disorders, psychosis or borderline personality disorders [10]

The long-term impact of sexual violence, whether experienced as a child or as an adult, is far-reaching; research indicates that, without the right support, the **effects of sexual violence can last a lifetime.**

Estimated
13,500
adult victims
in one year

7,900
child
victims

Impacts include poor **mental health** and emotional wellbeing, chronic **physical health conditions** and consequences for **sexual health.**

It can also result in **self-harming** and at its extreme, **suicide.**

Crime: offending & victimisation

- Victims of child sexual abuse are **five times more likely to go on to commit crimes**, especially sexual and violent offences. Particularly relates to men but increased violent offending in women with a history of sexual abuse is also evident [11]
- Most women in custody are victims of violence: domestic violence, sexual abuse or rape [12] and **one in three women in prison** has experienced sexual abuse [13]
- Women who were raped before age 18 were **more than twice as likely** to report being **raped as an adult** [14]

Children

- 23% of victims of child sexual abuse has a **common mental disorder**; this rises to 52% for victims of extensive abuse [15]
- Child sexual abuse can have a fundamental effect on **brain functioning** [16] and result in memory impairment, dissociation and reduced social functioning [17]
- Child sexual abuse is a **key factor in youth homelessness**, one study found that 50-70% of young people in supported housing had experienced child sexual abuse [18]. Homelessness also increases the risk of exploitation.

Response, risks and challenges

In 2013 as a result of the Health and Social Care Act NHS England and Public Health England were established. NHS England received the delegated authority to commission a range of public health functions under section 7A of the act, which include **Sexual Assault Referral Centres**. It was decided that these needed to be co-commissioned with police forces and their respective police and crime commissioners, local authorities and clinical commissioning groups.

- In 2015, the NHS England published their **commissioning framework** for adult and paediatric SARCs. There are concerns about the impact that this may have locally and whether we will retain our current **three SARC Peninsula Model**.

Both Cornwall and Plymouth CSPs highlight concerns about **access to mental health services for sexual violence victims**, resulting in additional demands on specialist victim support services.

Her Majesty's Inspectorate of Constabulary (HMIC)²³ is conducting a rolling programme of child protection inspections of all police forces in England and Wales. Further to their inspection in May 2015, the HMIC stated that "*Devon and Cornwall Police is committed to improving child protection however has progress to make in important areas, such as child sexual exploitation*".

The report identifies **11 recommendations to improve the police's response** to protecting children from abuse and sexual exploitation, covering in particular staff training and awareness, information recording and sharing, improving investigative practice and working effectively with key partners, for example Children's Social Care. This will form the basis of a Peninsula wide action plan.

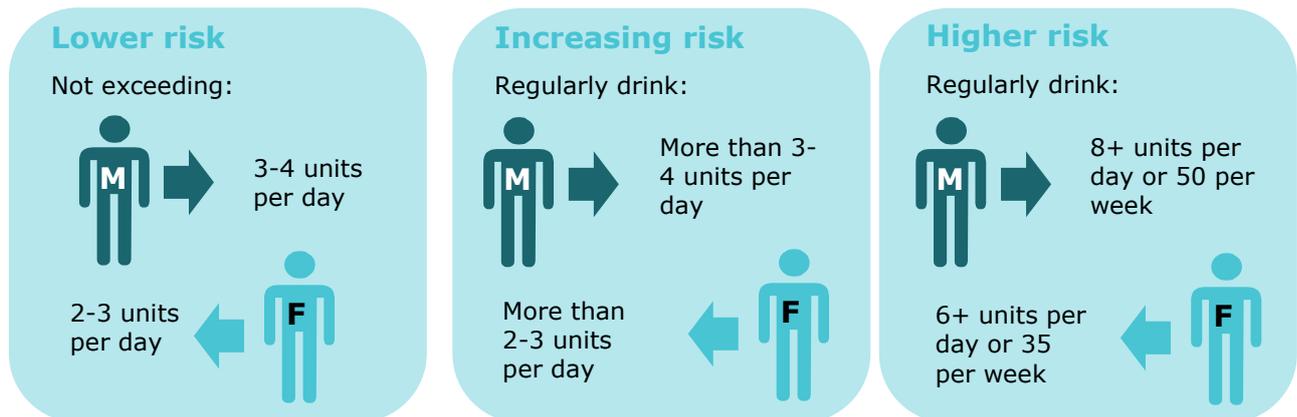
CSPs are consulting now on the **Child Sexual Abuse and Exploitation Local Profiles**, which will underpin a **local response and strategy** in each area, developed jointly with other key partnerships, such as the Local Safeguarding Children's Boards.

There is a **risk of a fragmented, uncoordinated approach**, however, as different organisations, partnerships and groups try to put in place a response that meets their own organisational needs rather than working together, and this could result in duplication or gaps.

²³ Her Majesty's Inspectorate of Constabulary (2015), [Devon and Cornwall – National child protection inspection](#)

Alcohol-related harm

Drinking risk levels – definitions



Alcohol-related harm is a broad term that describes the **wide reaching effects** of alcohol on individuals, their families and society at large. It encompasses physical and mental health, crime and anti-social behaviour, reoffending, social functioning and risk taking attitudes and behaviours.

Alcohol is a **significant cross-cutting theme** across the partnership landscape and in particular is an area of shared interest between local community safety partnerships and **Health and Wellbeing Boards**.

According to public health estimates, **6% of the population** aged 16 and over across the Peninsula are drinking at higher risk levels (83,000 people), where their health will almost certainly be harmed and this continues to present a **very high risk to communities** across the Peninsula. In addition, we have an estimated **267,000 binge drinkers**.

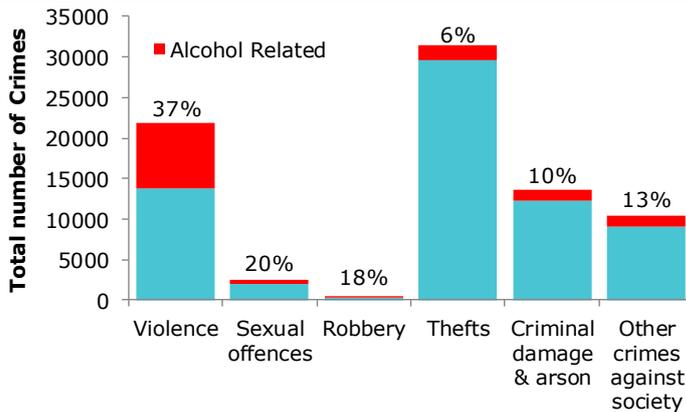
QUICK FACTS: ALCOHOL RELATED HARM

Time period reported refers to the 12 months to 31 March 2015 unless stated otherwise

KEY FACTS

- **83,000 people across the Peninsula** are estimated to drink at double the recommended safe levels or above. This equates to 6% of the drinking population aged 16+
- **2,820 people** accessed **specialist treatment for alcohol dependency**; 51% completed successfully
- **13,146 alcohol-related crimes** / 9.2 per 1,000 over 16 resident population
 - Rate of crime is **lower** than regional and national averages
 - Crime **reduced** by 7% or 1,053 crimes compared with last year
- **20,642 people admitted to hospital** for alcohol-related conditions / 1,219 per 100,000 population (2013/14); 6,600 admissions for alcohol-specific conditions / 393 per 100,000 population

ALCOHOL & CRIME

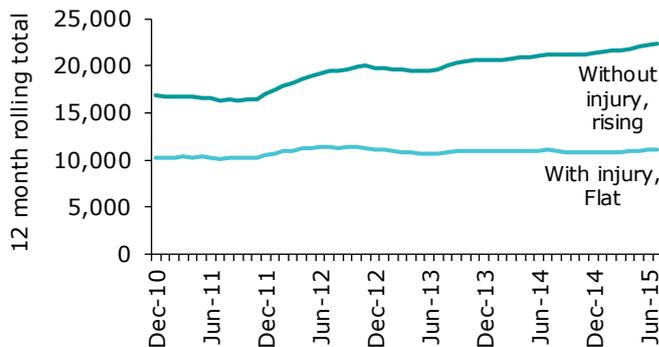


Overall 16% of crime is recorded as alcohol related

Alcohol is most strongly linked to violent crime.

Young adult males are most at risk of involvement in alcohol-related crime, both as victims and offenders

VIOLENT CRIME



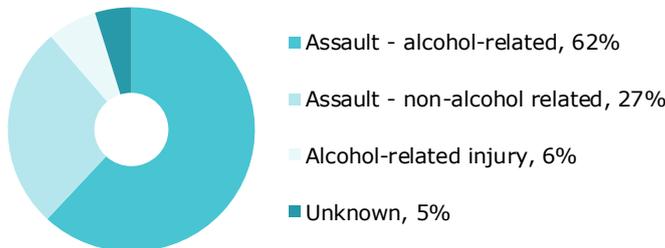
All violence trends:

With injury trend is flat, sharp rise in without injury offences

Alcohol-related and NTE violence reducing year on year

Domestic and "Other" violence increasing

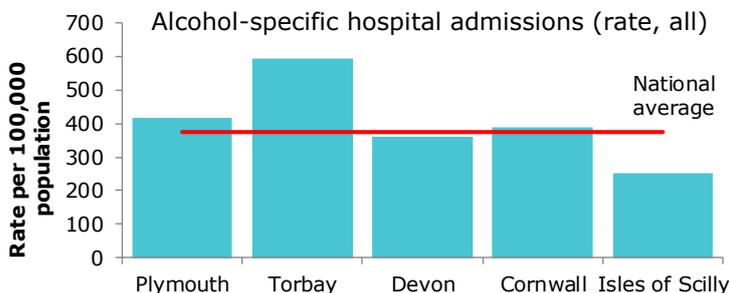
ASSAULTS



Assault victims attending EDs and MIUs: alcohol was a factor in 62% of cases

Strong links to Night Time Economy; 35% of victims are young adults, three quarters are male

HEALTH



Includes liver disease, alcohol-related assault, poisoning and mental/ behavioural conditions.

Highest rates in Torbay (all, males, females) and Plymouth (all, males). Female rate also high in Cornwall. Rates for under 18s are high across all CSPs.

Problem drinking

Excessive drinking is a **major cause of disease and injury**, both short term due to alcohol poisoning, alcohol-related violence and the consequences of risk taking behaviour, and longer term due to the effects of regular alcohol misuse on **mental and physical health**. Identifying problems with alcohol **at an early stage** and providing information and advice to help reduce drinking risk will potentially have the greatest long term impact on reducing alcohol-related harm.

People with alcohol problems come from **all sectors of the community**. A problem with alcohol can act as a **barrier to getting help** for wider issues for the person affected and their family, such as addressing abusive, aggressive or anti-social behaviour or finding suitable housing and employment.

Whilst the licensed trade is recognised as important to the local economy, all partnership areas highlight the significant negative impacts that alcohol has on the health and wellbeing of their local area, including **hospital admissions** and **worklessness linked to alcohol**.

Shared approaches with health partners across the Peninsula highlight a number of **priority groups** for **targeted alcohol interventions**. These include **parents, people with complex needs** (including mental health problems and learning disabilities), **repeat attendees** to hospitals and presentations in other health settings (for example, GPs) with priority health conditions that evidence shows are most likely to be linked to alcohol, such as hypertension and mental/behavioural disorders.

Alcohol and crime

Alcohol is associated with a range of crimes but plays a particular factor in violent crime. Overall **37% of all violent crime** is recorded as linked to alcohol, but this rises to around two thirds for violence linked to the Night Time Economy.

In 2014/15 there were 13,146 crimes recorded in which alcohol was flagged as being a relevant factor. **The rates for these vary across the Peninsula** and are **much higher in Torbay and Plymouth** (14.5 and 16.4 alcohol-related crimes per 1000 population) than in Devon and Cornwall (6.8 and 8.0 per 1000 population).

We have seen year on year reductions in **alcohol-related and night time violence**. All partnership areas, however, report an **increase in violence without injury offences**, of which around a quarter is recorded as alcohol-related.

Not all alcohol-related violence happens within the Night Time Economy; it is also identified as a factor in **domestic violence**, and in violence between adults happening **in the daytime**, and happening **at home**. It is noted that emerging areas of crime, such as **on-line stalking and bullying**, present some **real challenges** in determining the extent to which the influence of alcohol is a factor.

Throughout the Peninsula **young males continue to be at greatest overall risk of involvement in violence**, particularly alcohol-related violence linked to the Night Time Economy. They are over-represented both as victims of crime and in presentations for assault to Emergency Departments and Minor Injuries Units across the Peninsula). Our **growing student populations** in Plymouth, Exeter and Falmouth are highlighted as a key group for prevention initiatives.

The highest rates of violence continue to be found in **cities and larger towns** across the Peninsula, particularly Plymouth, Exeter, Torquay and Newquay where there is not only a higher density of pubs, clubs and night-life but also an additional **daily influx of people from more rural areas** for work, education and leisure. After city centres, **deprived neighbourhoods** tend to have higher rates of violence per head of population.

Alcohol and reoffending

We know from offender assessments undertaken by Probation services and the Youth Offending Service that **problem use of alcohol is strongly linked to risk of reoffending**. A recent offender profile²⁴ for Cornwall highlights that alcohol is the most prevalent risk factor in reoffending, affecting 6 out of 10 adult offenders and three quarters of young offenders.

Collectively the evidence suggests that targeting **problem drinking in offenders** may bring benefits in reducing the harms of alcohol, for individuals and their families but also for the wider community.

Response, risks and challenges

All CSP areas have an Alcohol Strategy in place, with the strategic lead sitting either with the CSP or the Health and Wellbeing Board. There is no doubt that addressing the harms of alcohol is a priority for both partnerships but there is a risk that without a **co-ordinated, integrated approach** to delivery across the two, strategies will fail to deliver positive outcomes for communities across health, crime and safety.

The impacts of austerity measures and Welfare Reform are still unfolding. The current **economic climate** means that drinkers are choosing to **drink more at home** and this presents some real **challenges about how we influence their behaviour** to prevent alcohol-related violence and disorder.

Alcohol forms part of the picture in understanding **violence that falls outside of the clearly defined domains of Night Time Economy and domestic abuse**. Tackling these crimes remains a challenge because they are disparate in nature, take place in a range of settings and thus are much harder to define.

Devon and Cornwall's PCC has taken a leading role for PCCs nationally on alcohol and currently chairs the national PCC Alcohol Working Group. PCCs are working collaboratively to influence government thinking on legislative reform to ensure that police and partners have the right tools to tackle these problems locally and **to push for action on Minimum Unit Pricing** as well as engaging nationally with the licensed trade on a range of issues.

Locally the PCC is working to support pilots and innovations to deal with some of the **challenges posed by pre-loading**, including the *#RU2Drunk* breathalyser project and to encourage **responsible licensing and retailing**.

Partnership support from the licensed trade remains strong but **trade sponsorship** in terms of funds, whether for public messaging or interventions, is **difficult to access** in the current economic climate.

²⁴ Amethyst (2015), Reoffending in Cornwall: an evidence base

Serious and Organised Crime Local Profiles

In 2010, the Government published the **National Security Strategy** that identified serious and organised crime as a threat to national security. The Strategy required an effective cross-government and law enforcement response. Serious and Organised Crime was defined as including:

- Child Sexual Abuse and Exploitation
- Modern Slavery
- Cyber Crime and Fraud
- Human Trafficking
- Drugs Trafficking and Supply
- Serious Acquisitive Crime
- Organised Immigration Crime
- Counterfeit Goods including medicines

The Serious and Organised Crime Strategy was published in October 2013 and set out a **Pursue, Prevent, Protect and Prepare approach**, to mirror that adopted in the Counter Terrorism Strategy. In November 2014, a requirement was created for **Serious and Organised Crime Local Profiles** to be created for each of the above crime areas and a Guide for their use by local partnerships²⁵ was published.

The guidance states that Local Profiles should be used to **brief local multi-agency partnerships** (which should include among others, representatives from local authorities, education, health and social care and Immigration Enforcement) and other policing and law enforcement teams on the threat from serious and organised crime in their area. In practice, the local multi-agency partnerships that will co-ordinate the response to the Local Profiles will be **CSPs**.

Locally we have agreed that **individual Local Profiles for each of the 8 crime areas** would be prepared rather than having a single profile covering all of the areas in a single document. This enables a **staggered delivery** of the Local Profiles providing sufficient time for their production and consideration by partnerships.

The Local Profiles:

- Present a narrative that focuses on **local community impact**;
- Describe priority **locations, vulnerabilities and the factors that contribute** to these vulnerabilities;
- Consider the **drivers and pathways** of serious and organised crime, including links between families and associates, and wider social factors;
- Consider **wider factors linked to community tension** and links to other forms of criminality; and
- Informs the production of a **local multi-agency action plan**, which is aligned to the 4Ps of the Serious and Organised Crime Strategy.

The Peninsula Overviews for the first two themes in the series – **Child Sexual Exploitation and Abuse** and **Modern Slavery** – have been received by the partnership and **local specialists have come together to develop the local contexts and priorities**. The Peninsula Overviews containing the headlines for each theme will be published but the Local Profiles, which have more sensitive content, will be restricted to those working in the respective areas.

²⁵ Home Office (November 2014), [Serious and Organised Crime Local Profiles: A Guide](#)

The partnership's response to the issues raised by the Local Profiles will form part of local Partnership Plans and thematic strategies, dependent on the chosen approach in each of the partnership areas. Further analysis may be undertaken as appropriate for **future strategic assessments**.

Potentially, the Local Profiles could result in 8 new strands of work. Although it is hoped that the majority of the work will be co-ordinated through existing arrangements, this new requirement is expected to have **significant impact on partnership resources**.

The Peninsula Overview for the next theme of **Cyber Crime and Fraud** is due for delivery in early 2016.

Mental Health Project

Mental health is a continuous theme featuring across all areas of partnership delivery. The inter-relationship and impact of mental health on community safety is recognised as **important but has been difficult to impact upon**. It is a **complex area**, made more so because data is not always routinely collected and accessible.

In terms of the issues, they are complex and there is insufficient space to cover them all here. Some of the main issues are:

- People with mental health conditions **may be a target for crime or anti-social behaviour** and their condition may make them more vulnerable. They are more likely to be victims of crime;²⁶
- Crime can lead to **mental health problems for victims** – emotional and mental problems were reported by most victims of serious sexual assaults and by almost half of women experiencing domestic abuse;²⁷
- Mental health problems may be a factor in behaviour that **causes anti-social behaviour** or otherwise impacts on other people. These cases can be complex, as conditions may or may not be diagnosed, in terms of determining capacity and a suitable outcome, and time consuming to resolve;
- High rates of **mental disorders amongst people in prison**.²⁸

Risk factors for poor mental health in adulthood include unemployment, lower income, debt, violence, stressful life events, inadequate housing, fuel poverty and other diversity. Risk factors are known to disproportionately affect the mental health of people from **disadvantaged and marginalised groups** of which there are plenty across the Devon and Cornwall Peninsula.

The current economic climate has not only affected people's quality of life but has also affected service delivery, with reducing budgets and resources requiring a move towards **joint working and commissioning of services**. This makes a greater understanding of need, patterns and cost implications of mental health essential for Community Safety Partnerships.

²⁶ Victim Support (2013)

<https://www.victimsupport.org.uk/sites/default/files/At%20risk%20summary.pdf>

²⁷ ONS. (2014) Focus on Violent Crime and Sexual Offences, 2012/13. <http://www.ons.gov.uk/>

²⁸ Prison Reform Trust <http://www.prisonreformtrust.org.uk/projectsresearch/mentalhealth>

To support development of our knowledge base around **mental health at a Peninsula level**, an intelligence project has been **jointly commissioned** by Safer Cornwall, Safer Communities Torbay and the police.

The project has a **different focus in each area** reflecting the different approach of the CSPs.

In Torbay, work has begun assisting in the development of a business case for the existing **Vulnerability and Complex Needs Officer (VCNO)**. This includes cost estimates of the demands of mental health on community safety and cost savings as a result of the VCNO activity. This work will also look to review the current approach in the Torbay area against existing literature and practice, bearing in mind the demographics of the area and how this may have an effect on mental health and delivery of services.

The Cornwall project seeks to explore the **inter-relationship between mental health, drugs and alcohol, domestic and sexual violence** – something that is well recognised but has been historically difficult to impact upon – alongside the impact of mental health problems upon anti-social behaviour and offending.

It seeks to **review the evidence base** for the impact and means of addressing mental health problems across these areas of community safety, **map local provision, develop pathways** and processes and identify means of addressing these issues **more holistically**.

Both of these projects are expected to provide **valuable learning to inform future practice** that will be relevant to other CSPs and partner organisations across the Peninsula.

In addition to bringing together the learning from the local projects, the project will also provide a review of the **role of mental health problems in community safety**, relevant guidance and legislation, based on existing literature, and a **geographic profile of the Peninsula** (both urban and rural) in terms of mental health needs and access to services will be created.

The **Peninsula Mental Health Research project** is being developed and delivered by the analyst team supporting Safer Cornwall. It started in September 2015 with the establishment of the project plan, stakeholders' reference group and key contacts.

Early findings from the project will be available in April 2016 to inform the next round of strategic assessment with the final report anticipated to be **published in August 2016**.

Troubled Families Phase 2

The national Troubled Families Programme is transitioning into Phase 2 of delivery which will involve a broadening of the eligibility criteria and a significant increase in the number of eligible families.

Delivery and governance arrangements are determined by local need and vary between the partnership areas.

Local programmes will be expected to identify, engage and achieve positive outcomes for around three times as many families as in Phase 1 between April 2015 and March 2020.

There are **6 criteria identified for Phase 2** of the programme:

- Parents and children involved in **crime and anti-social behaviour**
- Children who have **not been attending school** regularly
- Children who **need help**
- Families affected by **domestic violence and abuse**
- Parents and children with a range of **health problems**
- Adults out of work/at risk of **financial exclusion**; young people at risk of **worklessness**

The **expanded criteria contain significant community safety elements** and in particular we are expecting to see a strong focus on the 'toxic trio' of domestic abuse, mental health and drug and alcohol problems.

The financial framework²⁹ for the expanded programme (2015-2020) outlines the additional elements of the programme and includes new requirements to produce a Family Outcomes Plan and a framework by which to evidence positive outcomes.

Sharing of information between partners to support the identification of families for the programme and subsequent monitoring has been **complex and problematic**, both at a local and national level, and this is an area that could **benefit from shared best practice and expertise**.

The degree to which local Troubled Families programmes are engaged with CSPs is unclear and this may indicate missed opportunities to deliver against a shared agenda.

²⁹ [Financial Framework for the Expanded Troubled Families Programme](#) (Department for Communities and Local Government, last updated March 2015)

Section 4: APPENDICES

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Notes on the data

Where does the data come from?

Where possible, the Peninsula Strategic Assessment uses published data that is familiar to and routinely used by community safety partnerships – such as crime data from iQuanta (see note below) and the [Local Alcohol Profiles for England](#). Each partnership also has its own data sharing arrangements with local partners and receives a range of complementary data that is used to provide a broader picture of the impact of crime, disorder and substance use on local communities.

Crime and incident data

Data on all crime and incidents reported to the police comes from Devon and Cornwall Police. These are provided in three key formats:

- High level crime figures and comparators with our “[most similar family](#)” of forces/CSPs are taken from the **published performance data on the iQuanta website**. This is a secure access data sharing facility used by police forces and community safety partnerships across England and Wales and is essentially static after the data has been provided by individual police forces;
- Data download from the police crime system to populate the individual partnership and Peninsula [Strategic Threat and Risk Assessment](#) matrices;
- Data download from the police crime system to provide the monthly and annual **Universal Datasets** for each of the partnerships.

In addition, local partnerships receive additional data sets/crime information from the police to assist in understanding specific issues.

All of these data sets are drawn from recorded crime and incident data but are extracted at different points in time and because crime recording is dynamic (for example, after initial recording a crime may subsequently be reclassified as a different type of crime or “no-crimed”) the **numbers may not match** exactly.

Assessing threat and risk

To support a more cohesive approach to understanding and addressing community safety issues across the Devon and Cornwall Peninsula, the **Peninsula Crime Analysts’ Network** (PCAN) developed a single Strategic Threat and Risk Assessment (STRA) matrix, to be used at both a local and Peninsula level to identify priorities. The model built on existing matrix-type approaches already in use by police and Cornwall and Torbay CSPs and was introduced in the 2012/13 Strategic Assessment.

The STRA model has been developed by PCAN this year to put **more emphasis on the risk of harm**, rather than volume of incidence, in calculating the level of threat and risk of particular issues.

The new model scores **impact** across 4 key elements: physical and/or psychological harm to victims(s), financial harm to victim(s), damage to reputation or public confidence / media interest and cost to police and partners.

The model then takes into account **extent** (including under-reporting), **trend**, **public/community concern**, impact on **vulnerable groups** and **bench-marking** against similar areas elsewhere in the country. Each element is given a score and the total score determines the overall level of threat and risk:

$$(\text{Impact} \times \text{Extent}) + (\text{Sum of Weighting Factors}) = \text{overall threat and risk score}$$

Threat and risk level	Action required
High	Presents a high threat and risk to communities of Cornwall and these are recommended as the partnership's priorities. Requires immediate action.
Moderate	It is important that the partnership continues to work proactively in these areas, to ensure that we are continuing to reduce/control the risk and meeting our statutory responsibilities.
Standard	We need to ensure that the partnership maintains an effective response in these areas, ensuring that we are controlling the risk and meeting our statutory responsibilities, where this is relevant.

Note: some crime and disorder issues may always score as high threat due to the very high numbers of crimes and incidents recorded. In this event it may be appropriate to retain the risk.

Crime recording

The **National Crime Recording Standard** (NCRS) was adopted in England and Wales in April 2002 with the aim of promoting greater consistency in crime recording between police forces, to reflect a more victim-orientated approach and to improve the quality of statistics. The initial effect was to sharply increase the volume of recorded crimes. On the whole the impact of NCRS had settled by the end of 2003/04 although we saw some local fluctuations for another 12 months and for this reason analysis of long term trends does not extend further back than 2004/05.

There have been a number of inspections in the last 5 years by Her Majesty's Inspectorate of Constabulary (HMIC) which have had **significant impacts on presenting trends in crime** across a range of areas but particularly violence and sexual offences. This is discussed in more detail under Crime Data Integrity.

Consultation with communities

Information about residents' concerns is drawn primarily from responses to local **Have Your Say** consultations. These regular surveys give residents an opportunity to tell local services what matters in their local area and to get involved in finding solutions to specific problems.

Residents can register their views at public meetings, at neighbourhood "surgeries", via the neighbourhood policing website and using postcards and post boxes placed in prominent locations, such as post offices or a village shop.

Notes on measuring trends in reoffending

Measures of adult and youth proven reoffending uses the offender address recorded on the Police National Computer. Where information is missing then the location of police processing is used. In 2005 addressing data was missing in 16.5% of cases. It is reported this has subsequently improved.

Offenders that may be from another area may be included in local data and in addition, children who are looked after and placed outside of their usual area of

residence will be counted in the area where their placement is. These factors could mean that figures do not always accurately reflect the local picture, especially seaside resorts with significant transient populations or areas with a lot of care homes. More information can be found on the Ministry of Justice website.

Offender needs profiling

Prior to transition, probation services utilised an assessment tool, called **OASys**, to undertake a **comprehensive assessment of offenders** under their supervision to identify their criminogenic needs and put a plan in place to deal with those needs and divert them from future offending behaviour. Historically full assessments were done with around two thirds of offenders but this fell to about half in 2013/14.

Undertaking a full OASys assessment is highly resource intensive and Dorset, Devon and Cornwall CRC are developing a new, more engaging assessment tool, which will be embedded into a new case management system and accredited by the Ministry of Justice. In the meantime, full assessments will continue to be undertaken with high to medium risk and a less intensive (OASys Layer One) assessment is undertaken with lower risk offenders.

The National Probation Service will continue to use OASys.

The Youth Offending Service (YOS) identifies the needs of each young offender by undertaking a **comprehensive assessment**, known as an ASSET, which is a nationally adopted tool. It identifies the specific problems that contribute to a young person offending, as well as measuring the risk that they pose to others. This enables the YOS to identify **suitable programmes to address the needs of the young person** with the intention of **preventing further offending**. Once a young person is assessed they receive an overall score which is generated through the ASSET. These scores are then assigned to a band which calculates **overall risk of reoffending**, assessing a young person as low, medium or high risk.

In 2016 the Youth Justice Board will be rolling out a new version of ASSET nationally, called ASSETPlus.

Data issues and knowledge gaps

Whilst every attempt has been made to gather timely, accurate and relevant information to develop this assessment, we acknowledge that there may be gaps in our understanding due to lack of available data, under-reporting or issues with data quality.

- The majority of the analysis of patterns and trends is based on data recorded by the police. We know that, where an issue is known to be significantly under-reported, this only presents part of the picture. This specifically applies to:
 - Experience of hate crime or incidents
 - Domestic abuse and sexual violence
 - Anti-social behaviour
 - Low level personal thefts, shoplifting and criminal damage
- There is limited information available from police recorded crime and incident data on victims with protected characteristics – this includes specifically the Black, Asian and Minority Ethnic community (particularly migrant workers and Gypsy, Irish Traveller and Roma communities), the lesbian, gay, bisexual and transgender community, people with mental health problems and adults at risk.

Crime data integrity

How good is the data?

In January 2014, the UK Statistics Authority withdrew the gold-standard status of “national statistics” from police crime data, further to concerns about reliability.

In its 2013/14 inspection programme, HMIC carried out an inspection into the way the 43 police forces in England and Wales record crime data, reviewing over 10,000 records. This inspection, carried out between February and August 2014, was the **most extensive of its kind** that HMIC has undertaken into crime data integrity.

Individual reports were published for each of the 43 forces³⁰ in the autumn of 2014, and the final overview report [Crime-recording: making the victim count](#) was published in November.

The inspection reviewed over 10,000 crime records. The key finding across all forces was that an **estimated 19% of crime went unrecorded**, equating to an annual estimate of around 800,000 crimes. The problem was found to be greatest for victims of violence against the person and sexual offences.

HMIC clearly stated that the failure to record such a significant proportion of reported crime is **wholly unacceptable**.

Is crime really reducing?

Police-recorded crime figures continue to show **year-on-year reductions**, with the national figures at the time the HMIC report was published showing a 38% overall reduction in crime since 2002/03 (the first full year of data after the introduction of the National Crime Recording Standard).

As long as questions remain about the accuracy of police-recorded crime data, these reductions will be called into question.

Police recorded crime data is not the only source that is used to understand levels of crime, however. Further estimates are published through the **Crime Survey for England and Wales**. This is based on face-to-face interviews conducted on behalf of the Office for National Statistics. Rather than relying on crime reported to the police, the survey reports on offences experienced by those interviewed.

As would be expected, the survey shows a **higher overall crime level**, but it has **also shown substantial reductions**. This suggests that, while police crime-recording accuracy needs to be strengthened, the pattern of **crime reduction is substantiated**.

³⁰ All of these reports are available to view and download from the [HMIC website](#)

HMIC Inspection 2014: local findings and recommendations

The estimated under-recording shortfall for **Devon and Cornwall Police**, based on the sample reviewed³¹ was **16%**, which applied to 2014/15 crime figures would equate to an **additional 4,300 crimes**. Crimes reviewed included reported incidents of burglary, violence, robbery, criminal damage and sexual offences.

In terms of comparative performance, **Devon and Cornwall were slightly better than average** and ranked 20 out of 43 forces.

The HMIC found that Devon and Cornwall Police "has an **established governance structure** for monitoring performance which includes crime data integrity. The force maintains **policies and procedures** on crime reporting, crime management and criminal investigations **nearly all of which meet the requirements** of NCRS [*National Crime Recording Standards*] and HOCR [*Home Office Counting Rules*]."

The **centralised crime recording unit** was found to be an **effective approach** to crime-recording for the force.

In addition, the inspection was satisfied that **the force promotes a victim-centred approach** to crime recording and that "frontline officers and staff, including call-takers, understood the importance of meeting the needs of the victim when considering crime recording and investigation."

Of significant cause for concern and requiring immediate attention, however, was a failure to record as crimes **some sexual offences and assaults on vulnerable adults**.

The report included a number of recommendations, in particular ensuring that **national standards are rigorously adhered to** in cases involving **vulnerable adults and children and domestic abuse**. There were additional recommendations relating to incident recording guidance, ongoing quality assurance processes and training.

In response to this, the police have put in place an **action plan** to improve their position using the HMIC recommendations, both specific to Devon and Cornwall and the national ones. Since putting these measures in place **internal audits have shown improvements in recording compliance** and, taking a **risk based approach**, do specific audits on Violence, Sexual Offences, Domestic Abuse, with all other crime types being part of a General Crime Audit.

Impact on crime recording practice

The latest iteration of the Crime Survey for England and Wales³² notes **significant increases** in police recorded crimes of Violence Against the Person (23%, particularly **Violence Without Injury**) and **Sexual Offences** (37%). **Improved compliance with NCRS** is cited as the **principal driving factor**, with the CSEW showing no change in estimated levels of violence over the same period.

³¹ 120 incident records were reviewed, of which 117 crimes should have been recorded. Of the 117 crimes that should have been recorded, 98 were actually recorded.

³² All reports and data tables associated with the Crime Survey can be viewed and downloaded from the Office for National Statistics' website; click [here](#) for 2014/15 information, published in July 2015.

In Devon and Cornwall we are also seeing rising trends in Violence Without Injury and Sexual Offences, although not of the same magnitude in year. These crimes increased by 10% and 18% respectively in 2014/15 and this reflects a **continuation of established rising trends** in these crime types.

We have seen the **growth in Violence Without Injury happen over the last three years**, largely due to actions implemented following a previous HMIC inspection³³ in 2012 into police recorded anti-social behaviour data. This review coincided with significant changes to local crime and incident reporting processes, which was part of a major organisational restructure.

The 2012 inspection in Devon and Cornwall, found that “considerable numbers of crimes and anti-social behaviour incidents were not being correctly recorded”. Positive **action was taken to improve compliance with national standards** around incident and crime conversion, and this had an effect on recorded levels of violence particularly. On re-inspection, HMIC acknowledged that the force had **identified the key issues** and **put processes in place** to address the areas of concern.

The implication is that Devon and Cornwall Police had **already made significant progress** in relation to compliance with national standards and hence the impact in the last year was not as significant for us locally as for some other forces.

³³ [The crime scene: A review of police crime and incident reports](#) (HMIC, 2012)

Fact finder

The impacts of domestic abuse

- 1, 5 SafeLives (2015), [Getting it right first time: policy report](#). Bristol: SafeLives
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<http://www.cdc.gov/violenceprevention/intimatepartnerviolence> (accessed by SafeLives 4 February 2015)
- 4 Stark, E. and Flitcraft, A. (1996), Maryland Department of Health (2001). Women experiencing domestic abuse are up to fifteen times more likely to misuse alcohol and nine times more likely to misuse other drugs than women generally.
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- 8 Golding, J. (1999), Intimate partner violence as a risk factor for mental disorders: a meta-analysis in 'Journal of Family Violence', 14 (2), 99-132
- 9 DCLG Homelessness Statistics 2013/14, table 774
- 10 Walby S, Allen J. Domestic violence, sexual assault and stalking: finding from the British Crime Survey. Home Office Research Study 276. London, Home Office, 2004
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- 14 Brandon, M. et al (2012) New learning from serious case reviews: a two year report for 2009-2011 London: Department for Education. Based on analysis of 139 serious case reviews undertaken in England from 2009-2011. Domestic abuse was a risk factor in 63% of cases. Serious case reviews are commissioned when a child dies, or is seriously injured, as a result of abuse or neglect.
- 15 SafeLives Insights IDVA National Dataset 2013/14. 65% of IDVA clients have children, on average 2 each. 25% of these are under 3 years old.

The impacts of sexual violence

- 1, 2, 8, Office for National Statistics (2015), Crime Survey for England and Wales
9 2013/14, Focus on Violent Crime and Sexual Offences. Effects of serious
sexual assault experienced by adults aged 16 to 59 since the age of 16.
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- 4 Wilson, J (1998) Dual diagnosis: addiction and childhood sexual abuse.
Addiction Counselling World: May / June 1998 (8(52)): 14-16. This
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were survivors of sexual abuse.
- 5 NatCen Social Research (2013), Violence, abuse and mental health in
England: Preliminary evidence briefing
- 6 Brener et al (1999), Forced sexual intercourse and associated health risk
behaviours, Journal of Consulting and Physical Psychology, 67:252-259
- 7 Cunningham et al (1994), The association of physical and sexual abuse
with HIV risk behaviours in adolescence and young adulthood:
implications for public health. Child Abuse and Neglect, 18:233-245
- 10, 15 NatCen Social Research (2013), [Violence, abuse and mental health in
England](#): Preliminary evidence briefing
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and Victimization: A 45-year Follow-up Study; Report to the Criminology
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- 12 Prison Reform Trust (2013), Bromley Briefings Prison Fact File
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Rape Victimization: Findings from the National Violence Against Women
Survey, Research Report, Washington, DC: U.S. Department of Justice,
National Institute of Justice, NCJ 210346
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neurocognitive model of borderline personality disorder: effects of
childhood sexual abuse and relationship to adult social attachment
disturbance. Development and Psychopathology 20(1): 341-68. Source:
[NSPCC](#), accessed 28 August 2015
- 17 Whitehead, J. (2011) How do children cope with sexual abuse? Protecting
Children Update, 84: 9-10. Source: [NSPCC](#), accessed 28 August 2015
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gambling. Adelaide: Royal District Nursing Service Foundation Research
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Foundation.

Glossary

Term	Description
ACPO	Association of Chief Police Officers
Acquisitive crime	Crime grouping including burglary, vehicle offences and other types of thefts. Serious acquisitive crime refers only to dwelling burglary, robbery, thefts of and from vehicles
ARID	Assault Related Injuries Database (in hospital emergency departments)
ASB	Anti-Social Behaviour
BAME	Black, Asian and other Minority Ethnic (groups)
(DDC) CRC	(Dorset, Devon and Cornwall) Community Rehabilitation Company
Crime rate	This is the number of crimes per 1000 population (or households for dwelling burglary). Used to compare geographical areas of different population sizes.
CSE	Child Sexual Exploitation
CSEW	Crime Survey for England and Wales
CSP	Community Safety Partnership. Statutory partnership between Council, Police, Fire, Health and Probation to tackle crime and disorder issues
DA	Domestic Abuse
DASH	Domestic Abuse Harassment and Stalking Risk Assessment Model
ED	Emergency Department (frequently still referred to as Accident and Emergency or A&E)
EEA	European Economic Area Nationals
FGM	Female Genital Mutilation
Hate incident/crime	Any incident where the victim or anyone witnessing the incident feels that they were targeted because of their disability, race, religion, gender identity or sexual orientation. If the behaviour constitutes a criminal offence, it becomes a hate crime.
HBV	Honour Based Violence
HMIC	Her Majesty's Inspectorate of Constabulary
IBA	Identification and Brief Advice for alcohol problems
IDVA	Independent Domestic Violence Advocate or Advocacy (Service)
IOM	Integrated Offender Management. See TurnAround.
ISVA	Independent Sexual Violence Advocate or Advocacy (Service)
KSI	Killed or Seriously Injured (used to describe serious road traffic collisions)
LGBT	Lesbian. Gay. Bisexual and Transgender
LSOA	Lower Super Output Area. Statistical geography containing around 1500 people.
MARAC	Multi-Agency Risk Assessment Conference; high risk domestic abuse cases.
MASH	Multi-Agency Safeguarding Hub (currently only in Devon)
MSF	Most Similar Family. Grouping of police forces or CSPs that are closest in terms of characteristics such as population structure. Used by the Home Office, police forces and CSPs to compare performance.
Non-crime incident	An incident recorded by the police that does not constitute a criminal offence. Recorded for risk assessment and intelligence purposes particularly in domestic abuse, hate crime and incidents involving children or vulnerable adults.
NPS	New Psychoactive Substances
NRM	National Referral Mechanism
NTE	Night Time Economy

Term	Description
ONS	Office for National Statistics
PCAN	Peninsula Crime Analyst Network
PSA	Peninsula Strategic Assessment
PSPO	Public Spaces Protection Order
PVE	Preventing Violent Extremism
Recorded crime	Criminal offence recorded by the police
RTC	Road Traffic Collision
SARC	Sexual Assault Referral Centre
SDVC	Specialist Domestic Violence Court
SEEDS	Survivors Empowering and Educating Domestic Abuse Services
SODAITS	Sexual Offences and Domestic Abuse Investigation Teams
STRA	Strategic Threat and Risk Assessment matrix; used to quantify risk and identify priorities.
TurnAround	The delivery name for Integrated Offender Management in Devon and Cornwall; a multi-agency team to tackle those at highest risk of reoffending
ViST	Vulnerability Screening Tool, used by Devon and Cornwall Police
WRAP	Workshop to Raise Awareness of Prevent
YOT/YOS	Youth Offending Team / Service

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SAFER CORNWALL

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South Devon and
Dartmoor
Community Safety
Partnership



Safer Devon Partnership



East & Mid Devon Community
Safety Partnership